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Injunctions in Labour Disputes in the United States

by

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The injunction — i.e. an order issued by a court of equity commanding a person or persons named in it to do or not to do a particular thing — is of very wide use and application in the United States, and is a familiar remedy in many kinds of controversies. In general it is considered a useful and satisfactory form of procedure, but its use in labour disputes, which has become more and more frequent during the half-century since the first of the kind was issued, has given rise to much criticism, and "government by injunction", as it has been called, has been condemned by labour organisations as an unwarranted and arbitrary exercise of power by the courts. Rules and practices, in fact, which work well in other cases are found to operate unfairly in labour cases; but the prohibition of injunctions in these cases alone, which has been advocated by labour, would seem to be constitutionally impossible. Many attempts have been made to find a formula which shall lessen the possibilities of abuse of injunctions, but up to the present all these have failed, and a solution for the problem still seems to be remote. The following study, based on a detailed analysis of all the most important labour cases in which injunctions have been issued, examines every aspect of the question, and throws considerable light on the complexities of what is without doubt one of the most serious industrial problems in the United States at the present day.

THE alleged abuse of injunctions has long been the principal grievance of organised labour in the United States, and satisfaction of this grievance its foremost legislative demand. Upon this question American labour is absolutely unanimous and its feelings intense. The late Samuel Gompers referred to injunctions as "the outrageous, impudent, revolutionary invention of a lawless plutocracy"; and, literally, hundreds of similar statements emanating from labour sources might be quoted.

For years there has been scarcely an issue of the *American Federationist* in which the injunction question has not been discussed, and rarely a trade union convention which has not adopted resolutions condemning the use of injunctions in labour disputes.¹

American employers, with almost equally deep feelings upon the subject, regard injunctions as absolutely essential to the protection of their property and employees from lawlessness and violence. Every criticism of injunctions is looked upon by them as an attack upon the courts, and every suggestion for changes in injunction procedure as undermining the very foundations of government. Upon the injunction question, American employers and employees have never met around the conference table, and no disposition to compromise is now discernible.

The general public, betwixt and between, is not much interested; indeed, knows little about injunctions. The subject has been discussed earnestly, pro and con, by a considerable number of legal luminaries, and some research studies have been made or are in progress to discover the truth as to the conflicting claims made about injunctions. Both great political parties in their national platforms in the presidential election of 1928 had planks on the injunction question, and every person in public life knows that this is one of the most difficult problems confronting the United States. Most Americans after thirty years of debate over injunctions in labour disputes, however, are still very much in the dark upon the merits of the controversy and scarcely appreciate what it is all about; due, in part at least, to the fact that discussions of this question have generally been characterised by more heat than light.

INJUNCTION PROCEDURE²

Injunctions are a familiar equitable remedy in many kinds of controversies which come before the courts, both in the United States and in other countries. Nowhere else, however, do in-

¹ For a more detailed discussion of labour's reaction towards injunctions see the author's "Value of Injunctions in Labour Disputes", in *Journal of Political Economy*, Vol. 32, June 1924, pp. 335-356, particularly pp. 346-355.

² For a comprehensive description and criticism of the procedure in injunction cases in labour disputes, consult FRANKFURTER and GREENE: "The Use of Injunctions in American Labour Controversies, II and III", in *Law Quarterly Review*, Vol. 44, pp. 353-380 (July 1928), and Vol. 45, pp. 19-59 (Jan. 1929). These articles, with other related material, are included in a more extensive treatise, *Injunctions in Labour Disputes*, by the same authors, a Macmillan Company book which was in course of publication in the autumn of 1929.

junctions play such a large rôle in labour disputes. Theoretically, they represent an extraordinary remedy; in fact, they are the usual method of determining and enforcing the rights of contending parties in labour disputes.

Injunctions are usually issued upon the application of one or more employers. In some cases, the complainants are not employers but non-union workmen or, more rarely, the United States Government.¹

Most injunctions are sought while strikes are in progress. Some injunctions are directed against threatened strikes; others against boycotts and union activities not directly connected with strikes. Injunctions typically, however, are applied for during strikes and generally after some trouble has occurred between the strikers and the loyal or new employees.

*Complaints*²

Suits for injunctions are started by the filing, in a court having jurisdiction, of a complaint (bill in equity), in which the complainants set forth why they need, and believe themselves entitled to, injunctive relief. Such complaints are standardised throughout the length and breadth of the land, except for details which vary with the facts in each case. In practically all complaints the defendants are charged with having formed a conspiracy to injure the plaintiff, and the strike and all acts of violence or intimidation which have occurred are set forth as having been undertaken in furtherance of the unlawful conspiracy. Acts of violence which have actually transpired are usually recited at some length. If no violence has occurred,

¹ There have been about 75 cases in which injunctions have been sought by or on behalf of labour unions against employers or public officials, most of these cases occurring within the last ten years. There are an even larger number of cases in which injunctions have been resorted to in connection with internal union squabbles. These types of injunctions, although involving labour unions and usually arising in connection with labour disputes, are regarded as being outside the scope of this article. For a discussion of such injunctions, see the author's article, "Labour's Resort to Injunctions", to be published in an early number of the *Yale Law Journal*.

² MARTIN, in *Modern Law of Trade Unions*, pp. 462-494, reprints several complaints in labour cases, which apparently have served as models in many other cases. Several more recent complaints are reprinted in the hearings on *Limiting Scope of Injunctions in Labour Disputes* conducted by a sub-committee of the Committee on the Judiciary of the United States Senate, 70th Congress, 1st Session, 1928, pp. 516-524, and in the hearings on *Conditions in Coal Fields of Pennsylvania, West Virginia and Ohio*, conducted in the same session by the Senate Inter-State Commerce Committee, pp. 1863-1873.

"coercion", "threats", or "intimidation" are alleged, without the recital of any specific facts to support these charges.

Plus these charges against the defendants, the complaint contains allegations intended to establish that the complainants are entitled to an injunction under well-recognised principles of equity. The property holdings of the complainants are set forth, and it is recited that they have profitable business connections which have been disturbed by the unlawful conspiracy of the defendants and the acts committed in pursuance thereof. It is stated that there is imminent danger that the defendants will continue their unlawful conduct, with resulting additional losses to the complainants. It is further claimed that these losses will prove irreparable unless the defendants are forthwith restrained.

The complaint is verified by an affidavit of the employer or, if a corporation, of the president, general manager or some other person in authority, stating that the allegations are true to the affiant's best knowledge and belief. Attached are usually additional affidavits supporting the charges of specific unlawful acts recited in the complaint. Frequently, also, a draft of a temporary restraining order is submitted with the complaint, so that all the judge has to do is to sign the order and set a date for a hearing.

Injunctions are issued by both the State and the Federal courts. The courts of the State where the cause of action arose have jurisdiction regardless of the residence of the parties. The Federal courts have jurisdiction only in cases where the complainants and defendants are residents of different States, or where a violation of some Federal statute is alleged. While there has been in recent years an increasing resort to the Federal anti-trust laws in injunction cases¹, the number of injunctions premised upon Federal statutes is relatively small. Diversity of citizenship is a more common ground for bringing injunction actions into the Federal courts, and is available whenever the employer involved is a corporation chartered in some other State. Even when the employer is a domestic corporation or a local firm or individual, the Federal courts have jurisdiction if the

¹ An exhaustive discussion of the application of the Federal anti-trust laws to labour is the book of Prof. Edward BERMAN of the University of Illinois, *The Sherman Act and Organised Labour*, to be published in the near future. This gives in an appendix a list of cases in which the anti-trust laws have been invoked against labour, including all injunction actions in which the Government was the complainant and all reported cases in which private parties pleaded the anti-trust laws in their complaints seeking injunctions.

action is brought by a stockholder who resides in another State or by some other non-resident with whom the employer has contractual relations likely to be disturbed by the alleged unlawful acts, but in such a suit there must be no collusion between the complainant and the corporation.¹

Despite the limitations upon Federal jurisdiction, employers involved in labour disputes can often choose between bringing their suit in the Federal courts or in the State courts. In many parts of the country the Federal courts are considered more disposed to allow injunctions than the State courts. There is, hence, a tendency for employers who can do so to bring their injunction actions in the Federal courts. Nevertheless, injunctions are much more commonly sought from the State than the Federal courts, the total number of injunctions issued by the State courts each year usually exceeding those issued by the Federal courts by not less than three or four to one.

Besides a choice between the Federal and the State courts, the complainants in large cities frequently have a choice of different State court judges. In such communities there are many judges with co-ordinate jurisdiction, to any one of whom the employer may take his complaint. It is but natural that the complainants should go to the judge whom they consider most likely to grant their request. In the city of Chicago, where each year numerous labour injunctions are issued, nearly all such injunctions have been granted by one judge, as is the situation in many other industrial areas. Naturally, also, the business of handling injunction cases for employers in a given community tends to fall into the hands of one or, at most, two or three law firms. Opposing them are other lawyers whose specialty is to represent defendants in such cases. A national organisation known as the League for Industrial Rights, with headquarters in New York, is a sort of clearing house for complainants in injunction cases, and plays an important part in commencing and carrying through test cases upon points of law which their attorneys believe might be decided to the advantage of employers. Labour has no similar organisation, but the American Federation of Labour now issues a monthly *Legal Information Bulletin* to

¹ Instances where such suits were held collusive include : Niles-Bement-Pond Co. v. Iron Moulders, 254 U. S. 77, 41 Sup. Ct. 39 (1920) ; Kemmerer v. Haggerty, 139 Fed. 693 (1905) ; Davis v. Henry, 266 Fed. 261 (1920) ; Gable v. Vonnegut Mach. Co., 276 Fed. 66 (1921).

keep labour unions and labour lawyers informed upon the latest developments in this field of the law.¹

Restraining Orders, Injunctions, and Hearings

Immediately upon the filing of the complaint, the court may, in its discretion, issue a temporary restraining order enjoining the commission of the acts complained of until the merits of the controversy can be determined after a hearing. Until ten or fifteen years ago the issuance of *ex parte* temporary restraining orders seems to have been well nigh universal in labour cases, except in Massachusetts. There has been such an outcry over the issuance of injunctions without hearings, however, that an increasing number of judges now refuse to issue any sort of injunctive orders in labour cases without affording the defendants an opportunity to present their side. Wisconsin, by statute, requires at least forty-eight hours' notice to the adverse party before an injunction may be issued in a labour case², and legislation along the same line has been strongly urged by the labour unions in New York and has been endorsed by both Governors Smith and Roosevelt. There are numerous cases even now, however, in which temporary restraining orders are issued *ex parte*, immediately upon the filing of the complaint. Frequently, these orders are signed outside of chambers, the complainants' attorney taking them to the residence of the judge or wherever they can find him and he signing the order as a matter of course. Such orders were issued in more than one-half of all the reported Federal cases involving injunctions in labour disputes³, and in the State courts, except in Massachusetts, Wisconsin, and possibly New York, the percentage is probably just as high.

In general equity practice, before any restraining order or interlocutory injunction is issued, the complainants must furnish a bond in a sum deemed sufficient by the court, to indemnify the defendants for costs and damages sustained by reason of such injunctive order, should it later be established that they should not have been enjoined. This is a definite requirement

¹ For eleven years the League for Industrial Rights has issued monthly a similar publication, *Law and Labour*, which is easily the most convenient source for keeping informed upon new decisions affecting the law of labour combinations.

² Wisconsin Statutes, 1927, s. 133.07 (2).

³ FRANKFURTER and GREENE: "The Use of Injunctions in American Labour Controversies, II", 44 *Law Quarterly Review* 353, 362 (July 1928).

of the Federal statutes¹ and is everywhere recognised to be a sound rule. Labour attorneys, however, claim that in many injunction cases growing out of labour disputes, particularly in *ex parte* temporary restraining orders, this rule is disregarded and no bond whatsoever required. They charge, further, that the bonds required often are inadequate to cover the defendant's probable court costs and attorney's fees, to say nothing about other damages they may sustain by reason of the issuance of the injunction.

Temporary restraining orders are technically not injunctions, but in effect they represent the first stage in injunctive orders, temporary (interlocutory) injunctions and permanent injunctions representing the second and third stages. In form and content, temporary restraining orders are practically identical with injunctions, except that their prohibitions are quite often more drastic. They are nearly always worded precisely as suggested by the complainants, and, naturally, the complainants suggest as broad prohibitions as they think the judge will sign. Not infrequently the court finds after a hearing that these prohibitions were either entirely unwarranted or couched too broadly. In at least 105 cases known to the author, temporary restraining orders issued *ex parte* were dissolved or modified by the court which issued these orders when they came on for a hearing, as having been unwarranted or too drastic.²

At the time the complaint is filed, whether a temporary restraining order is issued or not, the court fixes a date for a preliminary hearing. Under the Federal Equity Rules this date may not be more than ten days after the filing of the complaint; and this is also the rule generally followed in the State courts.³ This does not mean that the matter actually comes on for a preliminary hearing within ten days. For one reason or another, there are frequent postponements. The hearing, once begun, may consume several days, and the judge may then hold the matter under advisement for a long time. Very often no hearing is ever held in labour cases. Frequently, both the complainants

¹ 38 U. S. Stats. at Large 730 (Clayton Act), sec. 18.

² In contrast, the author knows of but one case in which the court after the hearing broadened the terms of a temporary restraining order granted *ex parte*.

³ Prior to the promulgation by the United States Supreme Court of (Federal) Equity Rule No. 73 in 1912, there were many cases, most of them in the Federal courts, in which the date for a hearing was set for considerably more than ten days after the filing of the complaint.

and the defendants are satisfied to let the matter rest with the temporary restraining order; more often the strike has ended by the date set for a hearing and both parties have lost all interest in the suit.¹

It is probable that on the average preliminary hearings in labour cases are more expeditious than in other equity actions and that judges render their decisions more promptly. The situation in a labour case, however, is such that very generally, unless the hearing is unusually expeditious, the strike in which the controversy arose is over before the hearing is concluded. Pending the preliminary hearing and the court's decision, the temporary restraining order, if one was granted, remains in full force and effect. If the *ex parte* temporary restraining order was unwarranted or too extensive, dissolution or modification must come within a short time to be of any practical benefit to the defendants. That this is not always the case is suggested by the fact that in 18 of the 105 cases known to the author in which temporary restraining orders were dissolved or modified after a hearing, the court's decision was not handed down until more than a month after the restraining order was issued *ex parte*.

Subsequent to the filing of the complaint, the defendants file their answer. In these answers there is generally a complete denial of all of the facts set forth in the complaint, except the recitals about the complainants' property and business, and the fact that a strike has occurred. The allegations of conspiracy are always denied, and a very different version is given of the concrete unlawful acts which the complainant attributed to the defendants. Like the complaint, the answer is verified upon information and belief, and with it usually are filed supporting affidavits presenting the defendant's version of the occurrences in controversy. Often the defendants, in turn, charge the complainants with conspiring to destroy the union, or with employing roughs to attack the union pickets. Sometimes the defendants ask for a counter-injunction.

When the answer has been filed and issue joined, the court conducts a preliminary hearing upon the propriety of issuing

¹ There are a considerable number of labour cases, however, in which long delays have occurred in preliminary hearings. An extreme instance is *Staudte and Rueckholdt Mfg. Co. v. Carpenters' District Council*, 12 Fed. (2nd) 867, in which an *ex parte* temporary restraining order was issued on 17 February 1923, but the preliminary hearing was not completed until 9 February 1924.

a temporary injunction. In many jurisdictions this hearing is confined to the affidavits presented, and to arguments by counsel. The witnesses are not present in court and there is, of course, no chance for cross-examination. This is not the practice in all jurisdictions. In Massachusetts, applications for interlocutory injunctions are usually referred to masters for determination of the facts, and these masters in chancery conduct extensive oral hearings. Elsewhere the general practice seems to be to confine the preliminary hearing to the complaint and answer and the accompanying affidavits.¹

Before a permanent injunction is issued, there is always a full hearing, with an examination of all witnesses in open court, with opportunity for cross-examination. In considerably more than half of all injunction cases in connection with labour disputes, however, there is no such full hearing. The reason is that by the time the hearing comes up the strike has long been over, and both the complainants and the defendants have no further interest in the case outside of its possible bearing upon future cases. There are cases on record in which permanent injunctions have been issued within less than a month after the filing of the complaint; on the other hand there are cases in which years elapsed.² If the order is contested, it is expeditious for the hearing to be completed and the court's decision upon a permanent injunction rendered within six months after the beginning of the suit; an interval of a year is not at all unreasonable. In numerous cases, however, there is no contest over the permanent injunction. Either both sides are content to let the matter rest with the temporary injunction because the strike is over, or the defendants allow a permanent injunction to be issued without contest, again because it really no longer matters.

¹ Federal Equity Rule No. 46, promulgated in 1912, requires that in all equity cases the testimony shall be taken in open court, not by depositions, unless special reasons render necessary a waiver of this requirement. This rule, however, seems to have little influence upon the conduct of hearings in labour injunction cases. Most preliminary hearings in such cases in the Federal courts, as in the State courts, are still conducted as described in the text.

² In the Massachusetts case of *Stearns Lumber Co. v. Howlett*, 260 Mass. 45, 157 N. E. 82, 163 N. E. 193, the bill of complaint was filed on 20 June 1916, but the final injunction was not issued until July 1927. In the unreported case of *W. Va.-Pittsburg Coal Co. v. White*, in the U. S. Dist. Ct., N. D. W. Va., the temporary restraining order was issued in September 1913 and the final injunction in 1923.

Content of Injunction

Restraining orders and injunctions differ widely in their terms and provisions. Their content depends to a considerable extent upon the trial judge, and still more upon the situation, in which they are sought. In the relatively infrequent situations when injunctions are requested while no strikes are in progress, they are usually sought to prevent strikes, and this is what the court seeks to accomplish, if it grants the complainant's petition. In a few cases, most of them in recent years, working-men have been directly prohibited from "striking" for purposes regarded by the courts as unlawful.¹ Much more frequently, injunctions, instead of prohibiting working men from going on strike, have enjoined union officers and organisers from calling, advising, or promoting strikes.² In other cases, especially in building trades disputes, threats of strikes have been prohibited. Formerly, the generally accepted view was that strikes could be prohibited neither directly nor indirectly³, but in the last two decades such injunctions have become increasingly common.

Most injunctions are sought after strikes have occurred. If in such a situation the court deems the entire strike to be unlawful, it will not hesitate to put every possible obstacle in the way of its continuance. Only very rarely, however, have courts directly prohibited the workmen from continuing their strike⁴; instead, they usually enjoin the union officers from paying strike benefits or doing anything else in furtherance of the strike. In at least half a dozen cases injunctions have gone further and directed union officers to call off strikes already in progress.⁵

¹ A good illustration is the injunction issued by the U. S. Dist. Ct. District Ind. in *Bedford Cut Stone Co. v. Journeymen's Stone Cutters' Ass'n.* on 11 October 1927, pursuant to the decision of the United States Supreme Court in 274 U. S. 45, 47 Sup. Ct. 522, the text of which injunction appears in 9 *Law and Labour* 297.

² For such prohibitions, see the injunction in *U. S. v. Ry. Employees' Dept.*, 286 Fed. 288 (1922).

³ *Thomas v. Cincinnati etc. R. R. Co.* 62 Fed. 803, 817 (1894); *Wabash R. R. Co. v. Hannahan*, 121 Fed. 563 (1903); *Barnes v. Berry*, 157 Fed. 883 (1908); *Delaware etc. R. R. Co. v. Switchmen*, 156 Fed. 541 (1908); *Kemp v. Street Railway Employees*, 255 Ill. 213, 99 N. E. 389 (1912).

⁴ In *Bausch Machine Tool Co. v. Hill*, 231 Mass. 30, 120 N. E. 188 (1918), the defendants were prohibited "from maintaining, carrying on, aiding or abetting in any manner the strike in force against the plaintiff".

⁵ The best known of such injunctions is *U. S. v. Hayes*, issued in 1919 by the U. S. Dist. Ct. of the District of Indiana, at the instance of the Attorney-General of the United States to prevent a strike of the coal miners of the central competitive field. The temporary restraining order in this case forbade the union officers to give orders for this strike or to pay any benefits to union members who might go

While the number of injunctions against strikes or their continuance has greatly increased in recent years, most injunctions are aimed not at the strike itself but at methods and means used to make it effective. Nearly all injunctions include prohibitions of resort to "force", "violence", "threats", "intimidation", and "coercion" directed against the employees of the complainants, and sometimes they prohibit specific offensive acts, such as calling the complainants' employees "scabs" or following them to their homes.

Injunctions generally prohibit or restrict picketing. Formerly, the clauses relating to picketing varied according to the judge of the locality. In some cases all picketing was prohibited; in others, only picketing conducted with intent to intimidate, or in such manner as in fact to be intimidating. While implying that such picketing is unlawful, these injunctions seldom gave any specific directions or positive suggestions as to conduct which would be considered lawful.

All this has changed since the United States Supreme Court in the American Steel Foundries case in 1921¹ held that it is lawful for strikers to station "missionaries" at or near the factory entrances for purposes of observation and persuasion, but that any large number of pickets is intimidating, and thus unlawful. Under the circumstances presented in this case, one picket was allowed at each factory entrance. Decisions of the United States Supreme Court on questions which do not arise under the Federal Constitution or statutes are not binding on the State courts, but the conclusions reached relative to picketing in the American Steel Foundries case have been followed in practically all injunctions issued since this case was decided. Picketing is now absolutely prohibited when the strike is considered unlawful, or, by some courts, when there is no strike. In other situations, picketing is not prohibited but is strictly regulated. Many courts have followed slavishly the injunction of the American Steel

on strike. Subsequent to the issuance of this restraining order, it developed that orders for the strike had already gone out from union headquarters. A supplemental mandatory injunction was then issued directing the union officers to advise all local unions and the membership generally that the strike had been called off. This order was complied with, but the strikers did not return to work until an agreement was negotiated with the union for the settlement of the matters in dispute by arbitration. This case is not reported, but the text of the injunction is reprinted in SAYRE: *Cases on Labour Law*, p. 757.

¹ Amer. Steel Foundries v. Tri-City Central Trades Council, 257 U. S. 184, 42 Sup. Ct. 72.

Foundries case, limiting the picketing to a single picket at each entrance. Others have allowed a somewhat larger number of pickets, but have prescribed detailed regulations upon how the picketing must be conducted.¹

Numerous other acts of strikers have at times come under the ban of injunctions, including trespass upon the complainants' property, parades and marches to impress the complainants' employees, and, in strikes of coal miners, the establishment near the mines of "tent colonies" housing the strikers and their families. Often injunctions have forbidden offers of payment of transportation home or other financial benefits to induce new employees brought in from a distance to leave. In the coal strike of 1927 there were several injunctions which forbade the use of any union funds to fight in the courts evictions of strikers from company houses.²

Very common is the prohibition of boycotting. This may occur in injunctions taken out for the sole purpose of breaking up boycotts; more frequently it is one clause in injunctions issued during strikes. Often boycotting is prohibited by name only; in other cases the defendants are restrained from circulating "unfair" lists or referring to the complainants as "unfair"; at times all attempts to interfere with the relations between complainants and their customers are enjoined.³

A moot question in connection with the use of injunctions in labour disputes is the extent to which persuasion to join the union or go on strike may be enjoined. Persuasion is ordinarily

¹ For good illustrations of the detailed restrictions upon picketing common in recent injunctions, see the injunctions in *Snead and Co. v. Local No. 7*, in Chancery, Hudson Co., N. J., 20 July 1927, which is published in 9 *Law and Labour* 215; and *Clarkson v. U. M. W. of A.*, issued by the U. S. Dist. Ct., S. D. Ohio, 10 September 1927, which is published in 9 *Law and Labour* 290.

² One injunction in this strike directly ordered the eviction of strikers from company houses: *Clarkson Coal Mining Co. v. U. M. W. of A.*, 23 F. (2nd) 208. Another injunction, issued by a State court (*Jefferson and Indiana Coal Co. v. Aikens*, Court of Common Pleas, Indiana County, Pa.), forbade the singing of "Onward Christian Soldiers" and similar church hymns on church property located near the mines, on the ground that these hymns were intended to intimidate the complainants' employees. (The text of this injunction is reprinted in the hearings before a sub-committee of the Committee on the Judiciary of the United States Senate in the 70th Congress, 1st Session, on Bill S.1482, *Limiting Scope of Injunctions in Labour Disputes* (1928), p. 599.)

³ Typical injunctions against boycotting are the following: *Bucks' Stove and Range Co. v. A. F. of L.*, 37 Wash. Law. Rep. 154; *Jackson v. Brown*, 3 *Law and Labour* 53 (Mass. 1921); *Kitchen Co. v. Local Union No. 141*, 3 *Law and Labour* 225 (W. Va. Cir. Ct. 1921); *Euclid Fairmount Co. v. Local No. 106*, 7 *Law and Labour* 306 (Com. Pleas, Ohio, 1925).

lawful. It is unlawful, however, when undertaken in furtherance of an unlawful strike. It is unlawful also to attempt to get employees to break their contracts of employment. In the United States, common labourers and mechanics usually do not work under contracts running for a definite period of time. In a considerable number of cases all attempts at persuasion to induce workmen to go on strike or to join the union have, nevertheless, been enjoined, upon the theory that they would have continued in employment but for the interference by outsiders. This question has of late become acute, due to the increasing use of individual non-union contracts (called by organised labour "yellow-dog contracts"), in which workmen bind themselves not to join unions or to go on strike. It has been held by the United States Supreme Court that attempts by union organisers to organise workmen who have signed such contracts are unlawful, but the New York Court of Appeals has taken the opposite view, and Wisconsin has, by statute, declared such contracts to be unenforceable.¹

Besides the specific provisions along the lines mentioned, most American injunctions in labour cases contain "general" or "blanket" clauses. Typical blanket clauses taken from recent injunctions enjoin the defendants from "interfering in any way with the complainants, their agents, or employees in the legitimate conduct, management or operation of their business"; and from "doing any acts or things in furtherance of any conspiracy or combination among the defendants or any of them to obstruct or interfere with the plaintiff, its officers, agents or employees in the free and unrestrained control and operation of its property, plant or business".² Such blanket clauses have seldom been made the basis for contempt proceedings, but are so sweeping that no one can be quite sure of what they mean.

¹ *Hitchman Coal and Coke Co. v. Mitchell*, 245 U. S. 229, 38 Sup. Ct. 65 (1917). *People ex rel. Interborough Rapid Transit Co. v. Lavin*, 247 N. Y. 65, 159, N. E. 863 (1928); *Wisconsin Laws, 1929*, ch. 123. The *Hitchman Coal and Coke Co.* case can be construed more narrowly than indicated in the text and the constitutionality of the recent Wisconsin law still has to be determined. Altogether, the law relative to persuasion to break individual non-union contracts is still unsettled and in the making.

² The first clause quoted is from the injunction in *Alco-Zander Co. v. Amal. Clothing Workers*, issued by U. S. Judge Kilpatrick of the U. S. Dist. Ct. E. D. Pa., 9 September 1929, and the second from the injunction in *Allan A Co. v. Branch 6, Full Fashioned Hosiery Workers*, issued by U. S. Judge Geiger, in the Eastern District of Wisconsin, 7 March 1928.

Application of Injunctions

Injunctions apply, first of all, to the parties named therein. These are generally all of the individuals mentioned in the complaint, and are usually the union officers and organisers, along with strikers who are alleged to have been guilty of acts of violence or intimidation. In a few injunctions all of the strikers have been mentioned by name. More frequently injunctions run against unions as entities. Unions in the United States are generally unincorporated associations, and, in the absence of statutes, unincorporated associations usually can neither sue nor be sued. In some States statutes have made unions suable, and in other States the practice of enjoining unions by name has become general without express statutory sanction. Elsewhere, injunctions are never issued against unions as entities, but much the same result is produced by suing named union officers and members as representatives of the entire membership.

Injunctions nowhere apply only to the named defendants. By their terms they generally apply also to "their attorneys, agents, servants, associates and all persons acting in aid of or in connection with them or each of them."¹ Many injunctions are even broader, applying not only to the named defendants, their agents and those acting in concert with them, but to "all persons whomsoever".² Whether such blanket clauses are included or not, it is settled law that injunctions apply to all persons who with actual knowledge of their issuance aid or assist the named parties in violating such orders. In the case of persons not named, actual knowledge of the injunction is not presumed, but is a matter of proof. Such actual knowledge, however, may be inferred from all of the circumstances, although direct positive proof cannot be produced that the particular person charged with a violation had knowledge of the order.³

¹ The clause quoted is from the injunction in *Bossert v. Dhuy*, 221 N. Y. 342, 117 N. E. 582 (1927).

² An injunction containing this phrase was approved by the U. S. Supreme Court in *American Steel Foundries v. Tri-City Central Trades Council*, 257 U. S. 184, 42 Sup. Ct. 72 (1911).

³ Leading cases pertaining to the application of injunctions to persons not named therein include: *in re Lennon*, 166 U. S. 548, 17 Sup. Ct. 658 (1897); *Forrest v. U. S.*, 277 Fed. 873 (1922) (in which case the United States Supreme Court denied a writ of *certiorari*, 258 U. S. 629, 42 Sup. Ct. 462); *Minerich v. U. S.*, 29 F. (2d) 565 (1928); *Berger v. Superior Court*, 175 Cal. 719, 167 Pac. 143 (1917); *State ex rel. Continental Coal Co. v. Bittner*, 102 W. Va. 677, 136 S. E. 202 (1927).

To give injunctions the widest possible application, it is customary for the complainants to have them served upon as many of the pickets and other strikers as can conveniently be located. The order is also posted at the factory entrances and on poles and buildings in the vicinity thereof. Sometimes it is published in full in the newspapers and copies of the injunction are distributed to everybody loitering around the plaintiff's premises. The courts themselves sometimes direct that these orders be posted and published in the newspapers and served by the marshal upon all strikers within reach.¹ Whether posting and newspaper publication alone is sufficient to establish that strikers and their sympathisers not specifically named have actual knowledge of the issuance of injunctions must still be regarded as an unsettled question of law; but these methods of giving publicity to injunctions are employed in nearly all cases, and there are numerous instances in which persons not served with a copy of the injunction have been held responsible for violations.

Appeals

Either party may appeal from the decision of the trial court in allowing or refusing an injunction, temporary or permanent.² Appeals from temporary restraining orders issued prior to a hearing are not allowed, but the defendants may move for a dissolution or modification of the temporary restraining order, which has the effect in the Federal courts of bringing the case to a hearing upon two days' notice to the complainants. Upon appeal, further testimony is rarely, if ever, taken. The entire record is subject to review, but the higher court can set aside or modify the decision of the trial court only if there was an abuse of discretion.³ Pending disposition of the appeal, the injunction remains in force. Theoretically, a writ of *supersedeas*

¹ Recent injunctions containing such clauses include *Clarkson Coal Co. v. U. M. W. of A.*, U. S. Dist. Ct., S. D., Ohio, 10 Sept. 1927 (text in 9 *Law and Labour* 290), and *N.Y. Trust Co. v. Amal. Ass'n. of St. and El. Ry. Employees*, U. S. Dist. Ct., E. D. La., 9 July 1929 (text in 11 *Law and Labour* 176).

In *Phillips Sheet and Tin Plate Co. v. Amal. Ass'n.*, 208 Fed. 335 (1913), and in *Illinois Malleable Iron Co. v. Michalek*, 279 Ill. 221, 116 N. E. 714 (1917), it was held that it is the duty of complainants to give publicity to injunctions.

² In some States no appeal is allowed from an interlocutory injunction: *U. S. Heater Co. v. Molders' Union*, 129 Mich. 354, 88 N. W. 889 (1902).

³ Leading cases upon the law governing appeals in injunction cases include: *Howat v. Kansas*, 258 U. S. 181, 42 Sup. Ct. 277 (1922); *Shaughnessy v. Jordan*, 184 Ind. 499, 111 N. E. 622 (1916); *Jordahl v. Hayda*, 1 Cal. App. 696, 82 Pac. 1079 (1905); *Barnes v. Chicago Typographical Union*, 232 Ill. 402, 83 N. E. 932 (1908).

may be allowed, suspending the injunction pending appeal, but this practice has been practically unknown in labour cases.¹

In absolute number there have been a great many appeals from injunctions issued in labour cases, but relatively they have not been so very frequent. The author has a list of 61 cases in which injunctions were dissolved or modified by higher courts upon the appeal of the defendants and of 37 cases in which injunctions were dissolved or modified upon the appeal of the complainants. This is a long list, but it is to be noted that the total number of successful appeals in labour injunction cases is less than the number of *ex parte* temporary restraining orders which were dissolved or modified by the trial courts after preliminary hearings.

Appeals, whether successful or unsuccessful, usually consume a long time. There are cases in which injunctions have been modified or dissolved upon appeal within considerably less than one year. There are a larger number of cases in which two years or more elapsed before final disposition of the appeals. In the Federal judicial system and in some States, there are intermediate courts between the trial courts and the courts of final jurisdiction. The purpose of an appeal is almost always to get an authoritative decision from the highest court, and in such cases the side which loses in the intermediate court is almost certain to appeal the case further. In these several courts the case may drag on for years. There are instances of injunction cases growing out of labour disputes which were before the courts for from six to twelve years.²

Enforcement of Injunctions

The issuance of injunctions does not ordinarily operate to increase the police protection of the complainants' property or

¹ Injunctions may be attacked collaterally in appeals from convictions for contempt premised upon violations of these injunctions. In proceedings for contempt, however, only the court's power in issuing the injunction may be challenged. If the court had power to issue the order, the fact that the injunction allowed was broader than warranted in law cannot be pleaded by a person charged with such a violation: *Gompers v. Bucks' Stove and Range Co.*, 221 U. S. 418 at 450, 31 Sup. Ct. 492 at 501 (1911); *McLaughlin v. U. S.*, 251 U. S. 541, 40 Sup. Ct. 178 (1920); *Lyon and Healey v. Piano, etc. Workers' Union*, 289 Ill. 176, 124 N. E. 443 (1919); *Irving and Casson v. Howlett*, 229 Mass. 560, 118 N. E. 901 (1918).

² *Hitchman Coal and Coke Co. v. Mitchell*, 245 U. S. 229, 38 Sup. Ct. 65, was begun in 1907 but not finally disposed of until 1917. *Stearns Lumber Co. v. Howlett*, 260 Mass. 45, 157 N. E. 82, 163 N. E. 193, came up in 1916 and the last decision was handed down in 1928.

employees. The police and sheriffs' forces, like the militia and the Federal troops, are under the control of the executive departments of the local, State, and Federal Governments and are not a part of the judicial machinery. A few injunctions by Federal courts in labour cases have included a direction to the marshal to "swear in" sufficient deputies to protect the property of the complainants. While there are only two cases in point and these are diametrically opposite, most lawyers regard this practice as contrary to accepted equity principles, and certainly it is still exceptional.¹

Injunctions are enforced through contempt proceedings. Persons having actual knowledge of their issuance who violate injunctions are liable to prosecution for contempt. Contempt of court is a separate offence, distinguishable from and additional to the violation of any criminal statute which may be involved in the same acts. Persons committing acts of violence or intimidation, after the issuance of injunctions, may be proceeded against under the criminal laws and for indirect contempt of court, and prosecution for the crime does not bar punishment for contempt, and *vice versa*.

American courts distinguish between civil and criminal contempts, but the distinction made is not the same in all jurisdictions and for practical purposes is relatively unimportant.² Likewise, there are differences in the procedure followed in initiating and conducting contempt cases. In the Federal courts, criminal contempt proceedings are begun by the court itself, but this is often done upon the affidavit of some one acting in behalf of the complainants. In other jurisdictions the usual practice is that the complainants directly initiate the contempt proceedings. In the Federal courts and in New York the public pro-

¹ In *Dial-Overland Co. v. Willys-Overland, Inc.* (1919), the marshal was ordered to deputise private guards paid by the complainant; while in *Consolidated Coal and Coke Co. v. Beale*, 282 Fed. 934 (1922), it was held that it is not the function of equity courts to afford police protection to property. The same view was taken by John W. Davis, acting Attorney-General, when in 1914 it came to his attention that the Federal district court of the western district of Arkansas had directed the marshal to employ additional deputies to protect the property of the Mammoth Vein Coal Mining Co., the complainant in an injunction action. The opposite view, however, was taken by Attorney General Mitchell in July 1929, when the president of the American Federation of Labour protested to him against the employment of deputy marshals in police duty, pursuant to a direction included in an injunction issued by a Federal court in a street-car strike in New Orleans.

² It is important, however, to note that contempt actions may be maintained for the benefit of the aggrieved complainants as well as for the vindication of the court. When proceedings take place for the benefit of the complainants, the fine imposed is paid to them.

secutors at least nominally conduct the proceedings. Elsewhere the complainants must assume the burden of prosecution, and even in the Federal courts and in New York the complainants' attorneys often in reality conduct the prosecution.¹ Nowhere can a person be arrested for contempt except upon an order to show cause why he should not be punished for violating the injunction. A person apprehended in the violation of a criminal law may be arrested summarily, but he can be cited for contempt only upon an order of the court which issued the injunction.

Proceedings in contempt are tried by the judge who granted the decree. In rare cases the judge who issued the injunction has called in another judge to hear the contempt case, but there is no rule nor law anywhere compelling such procedure. Except in the Federal courts and in four States, the trial is conducted without a jury. Under the Clayton Act of 1914, the defendants may demand a jury in contempt cases arising in the Federal courts, where the offence charged also constitutes a crime.² The same provision applies to Utah, while Oklahoma and Wisconsin allow jury trial in all cases of indirect contempt and New Jersey leaves the matter of jury trial discretionary with the judge.³ Elsewhere, the court is the sole judge of both the law and the facts. The trial in other respects is usually conducted as are ordinary criminal trials, although there have been a considerable number of cases in which the witnesses were not examined orally in court, the entire proceedings being conducted upon affidavits.⁴ For conviction, guilt beyond a reasonable doubt must be shown and an appeal may be taken from such a conviction to a higher court.⁵

It has generally been assumed that trials in contempt cases are very expeditious. The fact is that while many contempt actions arising under injunctions issued in labour disputes have

¹ FRANKFURTER and GREENE in 45 *Law Quarterly Review* 19, 55-56 (Jan. 1929).

² 38 U. S. Stats. at Large 730, secs. 21-25.

³ Utah, Laws 1917, ch. 68, sec. 5; Okla., Const. Art. II, sec. 25, and Rev. Laws 1909, sec. 2278; Wis. Stats. 1927, sec. 133.07 (4); N. J. Laws 1925, ch. 169. The Oklahoma law was approved by the Supreme Court of the State in *McKee v. De Graffenried*, 33 Okla. 136, 124 Pac. 303 (1912). The other three jury trial laws have not had decisions passed on them by the supreme courts.

⁴ FRANKFURTER and GREENE in 44 *Law Quarterly Review* 353, 361 (July 1928).

⁵ In Wisconsin no appeal lies from a conviction for criminal contempt; *State ex rel. Oshkosh Trunk Co. v. Goerlitz*, 172 Wis. 581, 179 N. W. 812 (1920).

The rule governing the setting aside of convictions for contempt upon appeal is apparently narrower than that applicable to convictions in criminal cases. See FRANKFURTER and GREENE in 44 *Law Quarterly Review* 353, 360 (July 1928).

been disposed of very promptly, there are other cases in which long delays have occurred.¹ Taking testimony in contempt cases consumes about as much time as in criminal trials. Likewise, it is not uncommon for judges to keep such cases under advisement for a long time after conclusion of the hearings. If, after the court renders a decision, an appeal is taken, many months, and sometimes years, elapse before the final disposition of the case.²

The percentage of convictions in contempt cases is probably greater than in ordinary criminal trials. Sentences have varied greatly. Where the conduct constituting the contempt is a crime, the sentence has usually taken into consideration the seriousness of the offence. Such cases usually involve assaults or intimidation, and the sentences are apparently somewhat more severe than upon conviction in criminal trials for the same offences. Where the violation charged is not a criminal offence, as, for instance, mass picketing in defiance of an injunction, the persons first convicted are very apt to be dismissed with a warning or at most fined a small amount. For continued violations, courts are likely to impose jail sentences, and there are instances of imprisonment for a month or more where the only offence charged was continued peaceful picketing.³ The most severe sentences in contempt cases have been imposed by Federal judges, and the impression prevails among working men generally that the Federal courts will deal drastically with all persons who are brought before them charged with the violation of an injunction issued in a labour dispute, while injunctions issued by State courts are often not regarded very seriously.

Withal, contempt proceedings are cumbersome and expensive. For more serious criminal offences committed by the strikers or their sympathisers after injunctions are issued, the almost invariable practice is to resort to criminal prosecutions rather than contempt proceedings. Theoretically, the contempt and the

¹ In the famous Debs case (U. S. v. Debs, 64 Fed. 724) the defendants were cited for contempt on 17 July 1894, but not convicted and sentenced until 14 December 1894. An even longer interval between the citations for contempt and the disposition of the case has occurred in several less well-known contempt cases.

² The author has a list of 14 cases in which more than two years elapsed between the citation of the defendants for contempt and the final disposition of these cases after appeals. In *ex parte* Lennon, 166 U. S. 548, 17 Sup. Ct. 658 (1897), the intervening time was more than four years.

³ *Ash-Madden-Rae Co. v. Inter. Ladies' Garment Workers*, 290 Ill. 301, 125 N. E. 258 (1919); *American Cigar Co. v. Berger*, 221 Ill. App. 285 (1921); *Ossey v. Retail Clerks' Union*, 326 Ill. 405, 158 N. E. 162 (1927).

crime are separate offences and prosecution for the one does not bar prosecution for the other. In actual practice it is rare that a person who has been prosecuted for contempt is thereafter prosecuted for the crime, and the reverse is also true.¹ Hence, when crimes are committed in defiance of injunctions, a choice must be made between proceeding against the offenders under the criminal law or for contempt. In the great majority of cases the choice made has been to proceed under the criminal law. Contempt proceedings may prove more expeditious, conviction may be more certain and the sentence more drastic, but the arrest of offenders is a much simpler matter if they are proceeded against for the crime. Likewise, criminal prosecutions cost the complainants nothing, since the public prosecutors assume all responsibility therefor, while in contempt cases they must bear practically the entire expense.

While the total number of contempt cases arising under injunctions issued in connection with labour disputes in the United States probably runs into the thousands, this is but a small fraction of the number of criminal cases brought against strikers and their sympathisers after the issuance of injunctions. Where violations of injunctions occur which do not constitute serious criminal offences, as, for instance, continued mass picketing, the offenders also are much more commonly arrested for "disorderly conduct", "obstructing traffic", etc., than proceeded against for contempt.² Contempt proceedings are usually reserved for the strike leaders, or resorted to when the police officers are failing badly in their duty of law enforcement.

CRITICISMS AND RESULTS

It has been noted that the use of injunctions in labour disputes has given rise to numerous and severe criticisms, not only by labour, but by many jurists and legal authorities. It remains to set forth and appraise these criticisms in detail, in order to understand how injunctions affect industrial relations and public affairs in the United States.

¹ The author knows of less than a dozen exceptions among several hundred contempt cases under injunctions in labour disputes of which he has a record.

² *Law and Labour* (organ of the League for Industrial Rights), Nov. 1926, p. 302, reported that an average of 500 pickets were arrested weekly in the first fifteen weeks of the ladies' garment workers' strike in New York City in 1926. An injunction prohibiting mass picketing was issued early in the strike, but every arrest made was upon criminal charges, there being not a single prosecution for contempt.

Definition of Property

Organised labour has generally taken the stand that no injunctions ought to be issued in any labour dispute. It rests its case to a large extent upon the argument that the use of injunctions in labour disputes involves an unwarranted extension of the definition of property. Injunctions, so this argument runs, may legitimately be used only to prevent irreparable injury to property. In labour cases the property which the complainants ask the courts to protect usually is not their physical property, but the expectancies which they have of continued profitable relations with their employees and customers. These expectancies, which are usually referred to as the "right to do business" and the "right to continue in business", it is urged, are not property, but personal rights, and therefore should not be made the basis for the issuance of injunctions.¹

This argument was first advanced by T. C. Spelling, an eminent writer upon the law of equity, who twenty years ago was the most influential legal adviser of the American Federation of Labour. In his latest book², while insisting that his criticism of injunctions in labour disputes is historically correct, Spelling acknowledges that the courts have so extended the definition of property in all kinds of cases that injunctions are now used in the United States not merely to protect property rights but personal rights as well, and also to enforce the criminal law. Many of the older labour leaders, however, still cling to the criticism of injunctions which Spelling expounded more than twenty years ago. Among judges and lawyers this attack upon injunctions has no support whatsoever. Property is regarded by them as representing not physical objects, but rights, duties and relationships. Beyond question, there has been a great extension of the use of injunctions in modern times, but this is true of the entire field of law, not alone in labour cases.

Issuance of Injunctions without a Hearing

Critics of injunctions in labour disputes outside of the ranks of labour have directed their criticisms mainly toward matters

¹ For a good presentation of this criticism of injunctions, see FREY: *The Labour Injunction* (Equity Publishing Co., Cincinnati, 1920), pp. 33-44.

² SPELLING, THOS. G., and LEWIS, JAMES HAMILTON: *A Treatise on the Law Governing Injunctions*, pp. 224-229.

of procedure. Of these criticisms, the most common is that directed against *ex parte* temporary restraining orders. In equity cases generally, the issuance of temporary restraining orders is based upon the theory that the *status quo* should be preserved until the courts can decide the dispute between the complainants and the defendants upon its merits after a full hearing. In strikes, there is no such thing as preserving the *status quo*. Most strikes are of short duration, and the situation changes daily. Chief Justice Taft indicated what the issuance of an *ex parte* temporary restraining order means in a strike in a letter which he wrote to the Ohio labour unions when he was a candidate for the office of President in 1908 :

The temporary restraining order is served upon all strikers ; they are not lawyers ; their fears are aroused by the process with which they are not acquainted, and, although their purpose may have been entirely lawful, their common determination to carry through the strike is weakened by an order which they have never had an opportunity to question, and which is calculated to discourage proceeding in their original purpose.

As has been noted, numerous injunction actions in labour disputes never reach a stage beyond the temporary restraining order. By the time the matter is brought on for a hearing, the strike is ended. The defendants never have their day in court, and yet the temporary restraining order may have had a great influence upon the outcome of the dispute. Moreover, *ex parte* temporary restraining orders are often issued in more drastic terms than are warranted, as is shown conclusively by the fact that many such orders have been modified upon a hearing.

The issuance of *ex parte* temporary restraining orders is deemed necessary by employers precisely because strikes usually last such a short time. If any protection is to be given to the complainants, it must be accorded when the danger is imminent, which means that a restraining order must be issued without a hearing. Even those who take this position, however, grant that there is a real danger of abuse of *ex parte* temporary restraining orders. Provisions in statutes and equity rules providing that the cause shall be set for a hearing within not more than ten days were designed to prevent such abuse, but these provisions are not wholly effective. Nowhere do temporary restraining orders terminate within any specified period of time; they remain in force until the court reaches a decision after a hearing is actually held, which may be much longer than ten days after the restraining order was issued.

Nor does the requirement that the complainants must furnish a bond to indemnify the defendants if the restraining order was issued improperly afford an adequate safeguard against the abuse of *ex parte* orders. It is impossible to estimate the damages which the issuance of such an order occasions to striking workmen, particularly in its relation to the outcome of the dispute; and, as a matter of fact, any recovery upon the bond is practically unknown in labour cases.¹

Proof upon which Injunctions are Issued

Another line of attack upon injunctions in labour disputes is that they are allowed upon insufficient evidence. Both the temporary restraining order and the interlocutory injunction usually are based upon facts set forth in affidavits, without oral examination of the witnesses in court. The unreliability of this procedure has been well stated by Judge Amidon, a United States District Judge²:

Affidavits are an untrustworthy guide for judicial action. That is the case in all legal proceedings, but is peculiarly true of litigation growing out of a strike, where feelings on both sides are necessarily wrought up, and the desire for victory is likely to obscure nice moral questions and poison the minds of men by prejudice.

A further criticism is that injunctions are often made applicable to individuals against whom there is no proof of wrongdoing. In a few cases it has been asserted that the defendants are not harmed so long as they are merely forbidden to do acts which they have no right to do in any event.³ This view overlooks the fact that the naming of an individual in an injunction stigmatises him before the public as a law breaker and subjects him, moreover, to costs and penalties. This is so manifest that

¹ Only two cases are known to the author in which defendants in labour cases recovered upon the complainants' bonds, and in both cases they received only costs and attorney's fees. One of these is the reported case *Local Union No. 368, Brotherhood of Painters, etc. v. Barker Painting Co.*, 57 Wash. Law Rep. 151 (1928), and the other an unreported suit in which the defendants were awarded \$7,500 costs and attorney's fees after the United States Supreme Court dissolved the injunction in *Herket and Meisel Trunk Co. v. Leather Workers' Union* (268 Fed. 662, 284 Fed. 446, 265 U. S. 457) (*American Federation of Labour News Service*, 13 June 1927).

² *Great Northern R. R. Co. v. Brosseau*, 286 Fed. 414 (1922).

³ Cases in which this view is expressed include: *Foster v. Retail Clerks*, 76 N. Y. S. 860, 39 Misc. 48 (1902); *Golf Bag Co. v. Suttner*, 124 Fed. 467 (1903); *My Maryland Lodge v. Adt*, 100 Md. 238, 59 Atl. 721 (1905).

in no jurisdiction is this theory now accepted as good law, although this idea still crops up occasionally in discussions of the injunction question. Individuals are seldom named in injunctions unless there is evidence connecting them with the conduct found to be unlawful. On the other hand, it is common to extend injunctive prohibitions to unnamed confederates of the individuals specifically named and to "all persons whomsoever". Frequently, also, unions are enjoined as entities. In such blanket orders the sufficiency of the proof turns upon the evidence establishing the responsibility of the union as a whole for the unlawful acts which have occurred. In some cases it has been deemed sufficient that the union inaugurated the strike and that acts of violence followed, particularly if the union and its officers failed to disavow these unlawful acts.¹ These theories, critics hold, are violations, flagrantly unjust to labour, of accepted principles of agency law.

Finally, it is urged that, in injunction cases arising in connection with labour disputes, the courts have given inadequate recognition to the familiar equity principles, that he who seeks equitable relief must come into court with clean hands, and that no relief should be extended to the complainants in an interlocutory injunction unless they stand to suffer greater loss by the denial of relief than the defendants will sustain through the granting of relief. There undoubtedly have been cases in which the employer not only was at fault in the original dispute but by his deliberate or unwise actions provoked the unlawful acts of which he complained. Only very rarely, however, is the clean-hands doctrine applied in labour cases², and perhaps even less consideration is given to the fact that the issuance of an injunction in a strike undoubtedly handicaps the chances of success of the strikers. If the case is not very clear, this consideration ought to be sufficient to tip the scales against the allowance of any injunction, at least of any temporary restraining order or interlocutory injunction.

¹ Cf. FRANKFURTER and GREENE in 44 *Law Quarterly Review* 373-375 (July 1928) and cases cited in footnotes.

² This doctrine was applied to deny injunctions sought by employers in *Schwartz and Jaffee v. Hillman*, 115 Misc. 61, 189 N. Y. S. 21 (1921); *Yahrbloom v. Freedman*, 3 *Law and Labour* 278 (1921); *Post and McCord, Inc., v. Moran*, 6 *Law and Labour* 220 (1924). It was applied against labour in *Cornellier v. Haverhill Shoe Manufacturers' Ass'n.*, 221 Mass. 554, 109 N. E. 643 (1915), and also pleaded, but held inapplicable, in *Carpenters' Union v. Citizens' Committee*, 333 Ill. 225, 164 N. E. 393 (1928).

Restraining Clauses

Numerous criticisms are also made of the usual restraining clauses in the injunctions issued in labour disputes. These criticisms are directed alike against the clauses which prohibit criminal acts and those which prohibit acts which are not criminal.

The criticism of the prohibition of criminal acts was summarised by S. B. Gregory in his presidential address at the convention of the American Bar Association in 1912¹:

By enjoining against a crime and then proceeding on a charge of contempt against those accused of committing it, the administration of the criminal law is transferred to equity, and the right of trial by jury and other guarantees of personal liberty secured by the constitution are *pro hac vice* destroyed.

In reply, it is to be said that the prohibition of criminal acts in injunctions is not confined to labour cases, and is in entire accord with present-day equity theory and practices. In the absence of special statutory provisions to the contrary, injunctions will not be issued for the sole purpose of enforcing criminal laws, but when there is danger of irreparable injury to property equity courts do not hesitate to prohibit criminal acts when necessary to prevent such injury to property.²

Recently, much more criticism has been directed against the prohibition of acts not otherwise unlawful than against the prohibition of criminal acts. In prohibiting conduct lawful but for the injunction, the courts are charged with the usurpation of the legislative function, as well as unfairness to labour. In connection with such law-making by the courts, it has been said with some truth that the law which really counts in injunction cases is the law of the trial court rather than that of the supreme court.³ Appeals lie from all decisions of the trial courts, but in labour cases the decisions of the appellate courts, even if favourable to the defendants, usually come too late to be of any benefit to them in the particular dispute in which the case arose.

¹ 37 *Amer. Bar Ass'n. Rep.* 255.

² *Cœur D'Alene Cons. Mining Co. v. Miners' Union*, 51 Fed. 260 (1892); *in re Debs*, 158 U. S. 564, 15 Sup. Ct. 900 (1895).

³ Walter Wheeler Cook in 9 *Amer. Bar Ass'n. Journal* 434-435 (July 1923).

While the trial courts do to some extent make the law in injunction cases, most of the specific restraining clauses are in accord with the established substantive law governing the rights of employers and employees in labour disputes. The working men blame the judge who issued the injunction, but their grievance is, in fact, against the substantive law. This subject lies outside of the scope of this article, but it is important to note that the substantive law is as much under criticism as the injunction procedure.

The blanket clauses in injunctions have drawn much fire with little defence, although their use is exceedingly common. Their vice arises from their indefiniteness. "As the defendant is bound to obey process of the court at his peril, the language of the injunction should in all cases be so clear and explicit that an unlearned man can understand its meaning without the necessity of employing counsel to advise him what he has a right to do to save him from subjecting himself to punishment for a breach of the injunction."¹

Denial of Trial by Jury

The oldest and most popular of all complaints against injunctions in labour disputes relates to the denial of trial by jury in contempt cases. This is claimed to be an invasion of the constitutional rights of the defendants and a dangerous concentration of power in a single judge. The criticism has been answered in numerous court decisions, and it is undisputed law that no denial of constitutional rights is involved.² Moreover, there is no discrimination against labour, since defendants in contempt proceedings arising in non-labour cases are not accorded a jury trial.

Yet there has been persistent demand for jury trial in contempt cases since injunctions were first issued in labour disputes. This led to the inclusion of a section in the Clayton Act of 1914, allowing jury trial in criminal contempt cases in the Federal courts where the acts constituting the alleged contempt are also punishable as crime. This applies to only a limited class of cases and is not applicable at all in the State courts. Since it has been held constitutional in a unanimous decision of the

¹ *Laurie v. Laurie*, 9 Paige 234 (N. Y., Court of Chancery, 1841).

² *In re Debs*, 158 U. S. 564, 15 Sup. Ct. 900 (1895).

United States Supreme Court¹, there is some ground for the belief that this highest court would also sustain a broader grant of jury trial in contempt cases. In this hope, labour is now asking for a statute according the defendants the right of trial by jury in all cases of indirect criminal contempts, which would apply to the great majority of contempt cases arising under injunctions issued in labour disputes.

Relation to Strikes

Coming to criticisms which are social rather than legal, notice must be taken of the claim made by organised labour that injunctions are intended to defeat labour in its legitimate demands, and that they so operate. That injunctions have handicapped American labour unions is not open to question. Injunctions issued during strikes tend to divert the thought and energy of the strike leaders from the economic struggle to the contest in the courts. It is the leaders who are enjoined by name, and it is frequently the leaders who are cited in contempt actions. Injunctions involve unions in heavy counsel fees and court costs. Still more serious is the effect which they often have upon the morale of the strikers and the prejudice they arouse against them in the public mind.

Organised labour is considerably weaker in the United States than in most European countries. Probably not more than one-fifth of American workmen in lines of industry generally regarded as organisable belong to labour unions. Most of the basic industries of the country are predominantly non-union. This situation organised labour attributes largely to injunctions. Precisely how far injunctions are responsible, however, is debatable. Certainly, it is impossible to segregate the influence of injunctions from other factors. Numerous injunctions can be cited which apparently had no effect upon the strikes in which they were issued. The evidence seems fairly clear in others that the injunction was directly responsible for labour defeat.

The great majority of injunctions do not find their way into the law reports, so that even their approximate number is unknown. Practically all injunctions are issued by inferior courts whose decisions are not reported, and relatively few cases are carried on appeal to higher courts. Beyond question, however,

¹ *Michaelson v. U. S.*, 266 U. S. 42, 45 Sup. Ct. 18 (1924).

the total number of injunctions in labour cases has run into the thousands.¹

This does not mean that injunctions are issued in all strikes; on the contrary, the number of strikes far exceeds the number of injunctions, although many injunctions are issued in some strikes. Since 1920 there has been a great decrease in the number of strikes in the United States. Excluding the year 1922, injunctions have also decreased, but it is probable that, relative to the number of strikes, injunctions have become more frequent. Likewise, there can be no question that injunctions have grown distinctly more drastic.²

Law Enforcement

Injunctions are defended principally on the score that they are necessary for the preservation of law and order in labour disputes. American labour disputes are characterised by much violence. Few strikes occur in which there are no assaults or other abusive acts directed against the so-called strike breakers. Murders, dynamitings, and other serious crimes are not infrequent. In the United States, employers involved in strikes usually attempt to operate their plants with new employees. Quite often they make contracts with private detective agencies to supply them with guards and strike breakers.³ Such a course means a fight and, on their part, the unions often make very little effort to restrain their members and sympathisers from acts of violence. In some cases both sides have employed professional gunmen and have virtually engaged in private warfare. On top of all this, American police administration is neither so efficient nor impartial as in Europe.

Employers usually resort to injunctions because they fear violence and feel the need of better police protection. It is not so clear that injunctions have much value as measures for the preservation of law and order in labour disputes.⁴ Acts of

¹ Geo. W. Pepper, at the time a United States senator from Pennsylvania, after the railroad shop crafts strike of 1922, communicated with all Federal district judges and from them secured a list of more than 300 injunctions which were issued by the United States courts during this strike. See 49 *Amer. Bar Ass'n. Rep.* 174, 177 (1924).

² Cf. FRANKFURTER and GREENE in 45 *Law Quarterly Review* 34-37 (Jan. 1920.)

³ The best available account of this phase of American industrial relations is in HOWARD: *The Labour Spy* (New York, New Republic Co., 1924).

⁴ Cf. WITTE: "Value of Injunctions in Labour Disputes", in *Journal of Political Economy*, Vol. 32, pp. 335-356 (June 1924), particularly pp. 335-340.

violence and intimidation are everywhere prohibited by the criminal laws. The fact that these acts are also prohibited in an injunction does not render them any more unlawful than if the injunction had never been issued. It is only the fear of contempt proceedings which exercises any restraining influence not present before the issuance of the injunction. While this consideration, no doubt, has often been of real value, it is indisputable that much violence has occurred in numerous cases after injunctions were allowed. In certain cases, at least, it would appear that the injunction even fanned the flames of violence.

While injunctions have often proved disappointing to employers, they are certainly not disposed to give them up or to stand for any serious restrictions upon their use in labour disputes, at least until they are given more adequate protection for their property and employees than they are now often accorded. The injunction problem is far more intimately connected with the problem of law enforcement than organised labour has appreciated. Although labour as a whole cannot be charged with sanctioning violence, it is regrettable that organised labour has, thus far, interested itself but little in the preservation of law and order in labour disputes.

PROPOSED ANTI-INJUNCTION LEGISLATION

The first injunctions in labour disputes were issued soon after 1880, but it was not until ten years later that injunctions became common, and not until the American Railway Union Strike in 1894 that either organised labour or the general public took much note of them. Ever since organised labour has been keenly aware of this problem and has made efforts to secure legislation to abolish injunctions, or at least to curb their abuses.¹

These efforts bore fruit in the enactment by Congress of the Clayton Act of 1914.² The labour provisions of this Act, besides a section by which organised labour considered itself exempted from the Federal anti-trust laws, included sections providing that injunctions should be issued by Federal courts only for the protection of property rights, that *ex parte* temporary restraining orders must be set for a hearing within ten days, and that

¹ For a history of attempts at anti-injunction legislation, consult the article by FRANKFURTER and GREENE: "Legislation affecting Labour Injunctions", in 38 *Yale Law Journal* 879-935 (May 1929).

² 38 U. S. Stats. at Large 730, secs. 6, 16-25.

persons cited for contempt because of criminal acts may demand a jury trial. Another long section set forth many lines of conduct by working men in labour disputes which might not be prohibited in any Federal injunction, such as quitting work, picketing, persuasion, and refusal to patronise, all qualified by the adjectives "peaceful" and "lawful". But the Clayton Act also contained a section allowing private parties to bring suits for injunctions in the Federal courts to restrain acts in violation of the anti-trust laws, whereas previously only the Government could bring such actions.

Similar legislation was won by labour at the same time or shortly thereafter in eight States.¹ These victories labour heralded as great achievements, but the results were disheartening. None of the provisions of the Clayton Act were held unconstitutional, but all of them, with the exception of that relating to jury trial in contempt cases, were construed as having made no change whatsoever in the law, a construction which the vague language used in the Act rendered inevitable. In the first few years following the enactment of the Clayton Act, the Federal courts issued comparatively few injunctions, but in the last decade they have issued more injunctions in labour disputes than ever before. Labour won through the Clayton Act the right of jury trial in a very limited class of contempt cases; but as an offset the right of private parties to injunctions under the anti-trust laws has many times been used against labour. The State anti-injunction laws modelled after the Clayton Act have been construed similarly and have been equally ineffective. The Arizona law construed more broadly by its Supreme Court was, as thus construed, held unconstitutional by the United States Supreme Court.²

Since 1920 or thereabouts, organised labour has recognised that the Clayton Act gave it no relief, and has sought further anti-injunction legislation. Various Bills to this end have been introduced in Congress, but only two of them have received official endorsement from the American Federation of Labour. The first of these was the Shipstead Bill of the 69th and 70th Congresses³, which proceeded upon labour's theory that the use of injunctions in labour disputes rests upon an unwarranted

¹ Arizona, Kansas, Minnesota, Utah, North Dakota, Oregon, Washington, and Wisconsin. Illinois and New Jersey have similar but more limited laws enacted more recently.

² *Truax v. Corrigan*, 257 U. S. 312, 42 Sup. Ct. 124 (1921).

³ Senate Bill 1482 in the 70th Congress.

extension of the definition of property, and provided that no injunction should be issued in any labour or non-labour case save for the protection of tangible property. Upon this Bill extensive hearings were conducted in 1928 by a sub-committee of the Senate Committee on the Judiciary. These hearings showed that practically no one outside of the ranks of labour believes that the injunction question can be solved by any such simple formula. The final outcome was the drafting by the sub-committee of a new and radically different Bill, which was offered as a substitute for the Shipstead Bill. This Bill did not at once receive the approval of the American Federation of Labour; in fact, the 1928 Convention of the Federation declared this Bill to be unsatisfactory and renewed its endorsement of the original Shipstead Bill. This killed all hope of getting an anti-injunction Bill through either house in the 70th Congress. At the recent Toronto Convention of the Federation, however, after an extended discussion, the Senate Committee's substitute, with but slight modifications, was approved with but one dissenting vote. This is to be again introduced in Congress, and will hereafter have the status of the Federation's own Bill.

This new Bill is the most explicit anti-injunction measure ever drafted in the United States. It proceeds upon the theory that Congress has authority to limit the jurisdiction of the Federal courts in the issuance of injunctions, and begins by providing that no injunction shall be issued except in conformity with the provisions of the Act nor contrary to the public policy declared in the Act, to the effect that employees shall have full freedom of association, and the right to designate representatives of their own choice in negotiating conditions of employment. This is followed by important changes in the substantive law governing labour disputes, which need not here be discussed. Conduct not to be forbidden in injunctions is set forth in detail, much more comprehensively than in the Clayton Act, and without the vitiating adjectives "peaceful" and "lawful".

The new Bill further proposes important procedural reforms. No injunction is to be issued in any case involving or growing out of a labour dispute, except upon the testimony of witnesses in open court, and findings of fact by the court based upon such testimony, that unlawful acts have been committed, and will be continued unless restrained, that the complainants have no adequate remedy at law, that the public officers charged with the duty of protecting the complainants' property are unable or

unwilling to furnish protection, and that as to each item of relief sought greater injury will be inflicted upon the complainants by the denial of relief than will be inflicted upon the defendants by the granting of relief. Nor is any relief to be granted to any complainant who has failed to comply with all obligations imposed by law with reference to the labour dispute in question. *Ex parte* temporary restraining orders are not absolutely barred, but before they can be issued the court must take the testimony of the complainants' witnesses under oath, and be satisfied therefrom that immediate relief is necessary. All such temporary restraining orders issued *ex parte* become void at the expiration of five days. Appeals from decisions denying or granting injunctions in labour disputes are to have precedence in the circuit courts of appeals over all other matters except older matters of the same character. In all cases of indirect criminal contempt, the accused is to have the right of trial by jury.

There is undoubtedly a long road ahead before this Bill, or any similar measure, will be enacted into law. After that, there is a doubt as to its constitutionality. In the decision of the United States Supreme Court holding unconstitutional a part of the Arizona anti-injunction law, language occurs which can be construed as meaning that identically the same rules must be applied in legal actions arising in connection with labour disputes as in all other kinds of controversies. If this is the doctrine of the United States Supreme Court, then this new Bill is unconstitutional in its entirety, as it applies only to injunctions involving or growing out of labour disputes. Such a theory, in fact, would practically bar all hope of any effective anti-injunction legislation, since the problem is that rules and practices which work out well in other cases operate unfairly under the special circumstances characterising labour cases.

The situation with reference to this new Bill, however, is not entirely hopeless. The language of the United States Supreme Court in the *Truax v. Corrigan* case is capable also of a quite different construction. Certainly the Court cannot mean that different procedures may not be prescribed for different classes of controversies, since it has sanctioned special rules for patent cases. Once this hurdle is cleared, then the new Bill would seem to stand a good chance in the courts. Some specific provisions may be held unconstitutional; but this measure has the great advantage over the vague anti-injunction Bills offered heretofore

that its provisions are clear and definite and must either be held unconstitutional or given effect.

As for possibilities of passage, it is too early to make any predictions. There seems to be a growing sentiment in the United States that restrictions are necessary upon the equity power of the courts. In the national platforms of both the two great political parties in the 1928 presidential elections, planks were included promising relief from the abuse of injunctions. Several of the leading newspapers of the country have recently interested themselves in this question, perhaps because there have occurred several instances in which newspaper editors have felt the restraining hand of the equity courts.¹ On the other side, the employers' organisations of the country are beginning to take note of the new anti-injunction Bill and are lining up solidly against it, and it has already come in for sharp criticism from some eminent lawyers.²

The injunction question is likely, in the near future, again to assume the position of a leading public question in the United States. Whether or not this occurs, it is certain that the use of injunctions in labour disputes to-day constitutes one of the most serious of industrial problems in the United States.

¹ In a recent case, two editors of the *Cleveland Press* were sentenced to jail for contempt because they criticised the issuance of an injunction to prevent police officers from interfering with the operations of a race track, and a newspaper in St. Paul has been suppressed under a special statute authorising writs of injunctions against seditious utterances.

² See especially the article by Gurney E. NEWLIN, President of the American Bar Association, on "Proposed Limitations upon our Federal Courts", in 15 *Amer. Bar Ass'n. Journal* 401 *et seq.* (July 1929).

Employers' Additional Unemployment Benefit Schemes in Great Britain

by

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Unemployment insurance in Great Britain covers a very large proportion of the workers in that country, but a number of firms have come to the conclusion that the benefits under the State scheme are inadequate, particularly for skilled workers, and that, in the interests of the firms themselves, as well as of the workers, supplementary schemes are desirable.

The article below describes the schemes now in force and compares their financial organisation, methods of administration, provisions concerning eligibility, types and rates of benefit paid, length of benefit period, etc. The authors come to the conclusion that the additional benefit schemes are chiefly important as a device for paying the deserving (particularly the skilled) workers more adequate benefits without paying the undeserving too much, thus introducing variations in the benefits received and making them more in proportion to wages than is possible under the flat-rate system of the State scheme.

I

THE purpose of unemployment insurance is twofold; it is designed, in the first place, to remove from the mind of the man at work all fear of the consequences of involuntary unemployment, and, in the second place, to assure to the man who is unemployed through no fault of his own the means of maintaining his productive efficiency and his usefulness as a member of

the community. In Great Britain, at least, the need for such insurance is no longer seriously contested. As a contribution to the welfare and efficiency of the worker, as a guarantee of social stability, as a means of reducing the disastrous waste of human capital which prolonged unemployment involves, it is recognised to be indispensable.

There is, in fact, little room for disagreement as to either the aims or the desirability of unemployment insurance. On the question of the adequacy of the system at present in operation in Great Britain there is no such unanimity of opinion.¹ Admittedly it has rendered great services; admittedly it has come nearer the fulfilment of the aims of insurance than anything which had been seen before; and admittedly there is great room for improvement in the details of the scheme. But by no stretch of the imagination could it be credited with having removed all fear of the consequences of involuntary unemployment, or enabled the man out of a job to maintain his normal standard of life and efficiency.

Defenders of the system would object that the circumstances of the last decade render inconclusive and even unfair any criticism of its failure to achieve the full measure of these aims. The objection is a valid one, but it should not preclude the consideration of possible remedies for the defect. The employers'

¹ The present rates of benefit under the State scheme are:

| | |
|--|------|
| Boys (aged 16 and 17) | 6s. |
| Girls (aged 16 and 17) | 5s. |
| Young men not in receipt of dependants' benefit: | |
| Aged 18 | 10s. |
| Aged 19 | 12s. |
| Aged 20 | 14s. |
| Young women not in receipt of dependants' benefit: | |
| Aged 18 | 8s. |
| Aged 19 | 10s. |
| Aged 20 | 12s. |
| Men (aged 21 to 65) | 17s. |
| Women (aged 21 to 65) | 15s. |
| Dependants' benefit: | |
| For an adult dependant | 7s. |
| For a dependent child | 2s. |

According to the new Unemployment Insurance Act, which received the Royal Assent on 6 February 1930, the entry into the unemployment insurance scheme will be lowered to 15 as soon as the school-leaving age is raised to 15. There are also certain other changes in the rates of benefit. The new rates will be as follows: boys: aged 15 and 16, 6s.; aged 17, 9s.; girls: aged 15 and 16, 5s.; aged 17, 7s. 6d.; young men (aged 18, 19, and 20), 14s.; young women (aged 18, 19, and 20), 12s.; adult dependants, 9s. The rates for adult men and women and for dependent children are unchanged.

additional benefit and employment guarantee schemes, to which attention is here directed, may be regarded as one such remedy. It will be the aim of the present article, first, to give an account, in some detail, of the fifteen such schemes which are at present in operation, and, secondly, to examine briefly the possibility of their wider application.

The provision of additional unemployment benefits has not, it may be noted, been confined to schemes of this kind. The pioneers in the field were the trade unions, whose out-of-work benefits had preceded by many years the institution of a national scheme of unemployment insurance. Provision was made in the original Unemployment Insurance Act of 1911 for the payment of State benefits through the unions, conditional on their supplementing such payments by additional benefits out of their own funds. The unions were even reimbursed a proportion of the expenses involved in such administrative work. A number of unions took advantage immediately of this provision, and in the year 1912-1913 the amount of State benefit paid through these unions was £25,125, or 12.1 per cent. of the total amount of State benefit paid out. The proportion of State benefit thus paid through the agency of the trade unions rose to a maximum of 49.4 per cent. in 1915-1916, and then fell to a minimum of 2.5 per cent. in 1918-1919. It rose again to 14.6 per cent. in 1921-1922, and has since fluctuated between 4.8 and 9.0 per cent. The amount thus paid in 1928, the last year for which statistics are available, was £2,137,291, or 4.8 per cent. of the total amount of State benefit paid.¹ No figures are available to show the sums disbursed by these unions out of their own funds in the form of additional benefits, but it is clear that they must have been considerable. Their amount, together with the number and membership of the unions administering State benefits, has varied considerably during the period since the establishment of the national system of unemployment insurance. Strikes and periods of depression have from time to time depleted the funds and reduced the membership of the unions, and an increasing strictness in the requirements of the Unemployment Insurance Acts has made it difficult to claim the privilege of administration.

The unions administering State benefits have not been the only ones to undertake the payment of additional sums out of

¹ Statistical Department, Ministry of Labour. The percentages have been calculated by the authors.

their own funds. A number of other unions, covering an extensive membership, have long made provision, in a more or less systematic manner, and to the extent that their funds allowed, for unemployment benefits for their own members. It is impossible even to guess at the amounts which have thus been paid out: nothing has been published on the subject and it is doubtful whether complete records exist even in the archives of the unions concerned. The sums involved must, however, have been fairly considerable, though scarcely of the same magnitude as the payments made by the unions administering State benefits.

The provision in the Unemployment Insurance Acts which has enabled trade unions paying additional benefits to administer State benefits has also been taken advantage of by a group of firms co-operating with the National Federation of Employees' Approved Societies. Under an arrangement known as the "Lesser" scheme, from the name of its founder, the president of the Federation, about 20,000 workers, belonging to seven firms¹, pay contributions amounting to an average of about 9d. per month into a special fund from which additional benefits are paid. Another provision in the Insurance Acts has enabled the banking and insurance industries to "contract out" of the national scheme. Both these industries pay unemployment benefit at higher rates than the State benefits to workers covered by their own "special schemes".²

The employers' additional benefit schemes, with which this article is more particularly concerned, differ in one important respect from the trade union and other schemes to which reference has just been made. Unlike the latter, they owe their present development entirely to individual initiative and are in no way dependent on special provisions in the Unemployment Insurance Acts. Independent evolution and the varying needs and conditions of different industries have resulted, moreover, in a considerable diversity of structure among them. For the

¹ The South Metropolitan Gas Company (London), the Gas, Light and Coke Company (London), the Associated Optical Provident Society (London), the British Xylonite Company, Limited (London), Debenhams, Limited (London), J. T. and J. Taylor, Limited (Batley), and the Eccles Spinning and Manufacturing Company, Limited (Manchester).

² For details of these schemes, and of the additional benefits provided by trade unions and Approved Societies, reference may be made to a forthcoming study on British unemployment insurance by Mary B. GILSON, of the Industrial Relations Counselors, Incorporated, of New York.

purposes of the present study they may be classified into two main groups—the first based on co-operation between the employer and the trade union to which his workers belong, and the second based on an arrangement concluded directly between the employer and his workers, individually or collectively. A further subdivision may conveniently be made on the basis of the manner in which the cost of the schemes is shared by employers and workers. In the case of one of the schemes belonging to the first group the expense involved is borne entirely by the employers concerned; in the other it is shared equally by employers and trade unions. In the second group also there are, first, schemes financed solely by the employer, and, secondly, schemes supported partly or wholly by contributions from the workers. There are, finally, four “employment guarantee” plans, which, by reason of their similarity of aims and methods of approach, may usefully be studied in conjunction with the additional benefit schemes.

The following pages give an account of the main features of the various schemes.¹

II

A. JOINT TRADE UNION AND EMPLOYERS' SCHEMES

(a) The Match Industry Scheme.

This scheme, which was adopted in April 1921 by the Joint Industrial Council of the industry, is the only one of its kind which covers practically a whole industry. It includes within its scope six companies employing 95 per cent. of the workers in the industry. About 2,500 employees, or one-half of the total number engaged in the industry, are eligible for the additional unemployment benefits provided by the scheme. The object of the scheme is stated by the Joint Industrial Council, consisting of representatives of employers and workers, to be “to remove as completely as possible from the minds of the workers the anxiety which they may feel owing to the risk of unemployment through trade depression”. Co-operation between employers and trade unions is an essential feature of the scheme, and the payment of a weekly contribution to his trade union is a necessary membership qualification for every employee wishing to avail himself of its advantages. Mr. George W. Pagon, Chairman of the Bryant and May

¹ All facts and statistics relating to these plans, with the exception of the Lever Brothers plan, have been checked and approved by a responsible official in each company.

Company, which is the largest match-manufacturing concern in Great Britain, states that "the reasons for this are the desire to protect the position of the unions and to help those who help themselves".

It is a point worthy of note that the additional unemployment benefit scheme is by no means the only advance made by the industry in the direction of improved conditions of employment; wages, holidays, conditions of work, etc., throughout the industry are generally good. In addition, there are works committees in operation (as part of the Joint Industrial Council system) and the Bryant and May Company has a successful co-partnership plan.

The Unemployment Fund.

At the inception of the scheme it was stipulated that a sum equal to 1 per cent. of the amount paid out in wages should be set aside yearly by each firm until the fund equalled 5 per cent. of the wages bill, or £25,000 (whichever sum should be the greater), and that this sum should be maintained. The liability of the industry is strictly limited to the amount in the fund. Any employer may discontinue contributing to the fund on giving three months' notice. The maximum amount of £25,000 has been subscribed and the total invested fund amounted to more than £26,500 in January 1929.

The Chairman and Managing Director of the largest firm in the industry has stated that contributions to the fund, amounting as they do to only 1 per cent. of the wages bill, do not constitute a heavy burden on the industry.

Benefits Payable.

Eligibility for the additional unemployment benefits provided by the fund is limited to persons over 18 years of age, employed by firms co-operating in the scheme; who have been regularly employed in the industry for a continuous period of six months immediately prior to their unemployment, and who are represented, through their trade unions, on the Joint Industrial Council of the Match Manufacturing Industry. Other conditions for the receipt of benefit are practically the same as those for benefits payable under the State unemployment insurance scheme.

The length of the period for which benefit is payable is fixed with the idea of recognising length of service. One week's benefit is payable for each two months up to two and a half years for which the unemployed person has been continuously employed¹ in the industry immediately prior to his unemployment and subsequent to the

¹ The exact significance of the term "continuously employed" is not clear, but presumably a worker who has been continuously attached to the industry, though he may have been on short time or temporarily laid off, will be regarded as having been continuously employed in the industry.

attainment of 18 years of age ; and one week for each complete year beyond two and a half years for which such person has been so employed.

Unlike the State unemployment insurance benefits, the additional benefits provided by the fund are paid for the first week of unemployment. A worker may also continue to receive benefits from the fund when his right to State benefit has expired.

Workers drawing additional benefit from the Match Industry fund receive the benefit to which they are entitled under the State scheme in the ordinary way at the employment exchanges, and must comply with the requirements of the exchanges regarding registration.

The administration of the additional benefits is in the hands of an Unemployment Committee, appointed by the Joint Industrial Council of the industry, whose decision is final.

The rates of benefit payable were proportionate, in the early stages of the fund, to individual earnings. At the present time, however, they are as follows : for men, married or single, 9s. per week, together with 1s. 6d. per week for each dependent child who is under 16 or who is receiving full-time instruction at a school, university, college or other educational establishment ; for women, 5s. per week, together with 1s. 6d. per week for each dependent child as defined above, where the father is deceased or is unable to contribute to its support.

Additional Benefits Paid by the Trade Unions.

In addition, each worker contributes 2d. per week to his trade union. These contributions, although under the control of the union, are actually paid over to the treasurer of the Joint Industrial Council, who is also treasurer of the fund constituted by employers' contributions, and who pays out benefits when necessary on behalf of the unions. These benefits are at the rate of 6s. per week for men and women alike.

It is expressly provided that the total benefit payable to any worker, including the amounts payable by the State and the trade unions (referred to above) and the additional benefits provided by the fund must not exceed the average wage of the worker.

Record of Benefits Paid.

The following table shows the number of workers who have drawn benefit, the total number of weeks for which benefits were paid, and the total amount paid in each year since the inception of the scheme. It follows from these figures that the average duration of unemployment for which benefit was paid was 3.6 weeks.

MATCH MANUFACTURING INDUSTRY : SUPPLEMENTARY UNEMPLOYMENT BENEFIT SCHEME

| Year | Factory and cause of unemployment | Number of workers drawing benefit | Number of weeks of benefit paid | Highest number of weeks of benefit paid to one worker | Total amount of benefit paid |
|------|---|--------------------------------------|---------------------------------|---|------------------------------|
| 1921 | Factory No. 1 (closed down) | 23 | 286 | 22 | £ s. d. 119 8 8 |
| 1922 | Factory No. 2 (closed down) | 104 | 738 | 18 | 262 16 11 |
| 1923 | Factory No. 3 (1) ¹ (reduction in staff) | 7 | 98 | 18 | 34 6 0 |
| 1924 | Factory No. 4 (worker laid off for two weeks) | 1 | 2 | 2 | 6 0 |
| 1926 | Factory No. 5 (closed for two weeks) | 16 | 32 | 2 | 6 4 4 |
| | Factory No. 6 (reduction in staff) | 8 | 124 | 27 | 80 14 6 |
| 1927 | Factory No. 4 (closed down) | 14 | 221 | 24 | 45 9 0 |
| | Factory No. 3 (2) (reduction in staff) | 7 | 106 | 22 | 46 19 0 |
| | Factory No. 3 (2) (closed for two weeks) | 307 | 481 | 2 | 131 10 2 |
| | Factory No. 3 (3) (closed for two weeks) | 62 | 122 | 2 | 56 6 6 |
| | Factory No. 3 (1) (closed for three weeks) | 37 | 109 | 3 | 24 13 6 |
| | Factory No. 5 (closed for three weeks) | 21 | 63 | 3 | 9 7 10 |
| | 1928 | Factory No. 6 (closed for two weeks) | 115 | 221 | 2 |
| | Total | 722² | 2,603 | 27 | 893 0 5 |

¹ The figures in parentheses refer to branches of Factory No. 3 in different parts of the country.

² In this total the same worker may be counted more than once if he drew benefit in more than one year.

(b) The Bradford Dyeing Industry Scheme.

In addition to this formal and definite scheme involving co-operation between employers and organisations of workers, there is in existence an informal plan of a somewhat similar nature. In 1907, four years before the institution of the State unemployment insurance

scheme, the Bradford Dyers' Association entered into an agreement with the unions in the industry to pay a dismissal benefit for twenty weeks to men who were "displaced from any cause". This benefit, which amounted to 16s. per week for the first ten weeks, and 10s. for the next ten weeks, was paid out of a fund provided by the Association and the unions. The number of workers covered by the agreement was about 5,000, and the amount of benefit paid reached a maximum of £1,125 in 1908. The rates of benefit were generous, considering the cost of living in 1908, in comparison with those provided by the State at the present time.

With the institution of the State scheme, the formal agreement between the Bradford Dyers' Association and the trade unions lapsed, but in practice it is still usual, when dismissals occur, as a result, for example, of reorganisation, for the unions to pay out additional benefits of 20s. per week, up to a maximum of twenty weeks, and for the Association to reimburse the half of such expenditure.

Attempts have been made at various times since 1920 to organise a definite plan on a permanent basis for providing additional benefits for workers affected by short time, which is more prevalent in the industry than complete unemployment. The Association submitted plans for a joint unemployment and under-employment fund, to be constituted by the payment of contributions, amounting to 1 per cent. of earnings, by both employers and workers. The proposal was, however, rejected by the workers, who were not prepared to pay further contributions in addition to those they were already paying under the State scheme.¹

B. EMPLOYERS' SCHEMES

(i) *Funds Entirely Supported by Employers' Contributions*

(a) **Rowntree and Company, Cocoa Works, York.**

The name of the Chairman of Directors of the Cocoa Works, at York, Mr. B. Seebohm Rowntree, has been associated for many years with progressive management and liberal industrial outlook and policies. Good wages are paid in the firm's factories, working conditions are of a high standard, and every endeavour is made, by means of vacations with pay, pensions, medical service, additional health benefits and other similar provisions, to secure the well-being and cordial co-operation of the working force. The institution of the additional unemployment benefit scheme in 1921 was due largely to the recognition that it was not sufficient to ensure high wages and good

¹ It may be noted that the Bradford Dyers' Association has been a persistent advocate of insurance by industry. They claim that such a system, or some provision which would enable them to "contract out" of the State scheme, would enable them to pay unemployment benefits "on an adequate scale" (the present rates being considered as definitely inadequate), and at the same time provide them with a strong pecuniary inducement to reduce unemployment among their workers. (Cf. GREAT BRITAIN, UNEMPLOYMENT INSURANCE COMMITTEE (BLANESBURGH COMMITTEE): *Report*: Vol. II, *Minutes of Evidence*, pp. 187-199. 1927.)

working conditions unless at the same time steps were taken to remove from the worker's mind that sense of insecurity which the severe unemployment of the post-war depression had rendered particularly acute.

For the first year after its inception, the scheme remained in a more or less experimental form, but in January 1922 it was established on a permanent basis. In September 1929 the number of employees covered by the scheme and eligible for benefits in case of unemployment was 5,530 out of a total staff of 6,064.¹

As in the case of the Match Industry scheme, a friendly relationship is maintained with the trade unions, and the payment of a stipulated weekly sum² into a trade union or other approved benefit society is one of the conditions of eligibility under the scheme.³

The administration of the scheme is in the hands of an Unemployment Committee appointed by the Central Works Council. At times of pressure the firm renders some assistance to the local exchange in the work of administering the State benefits.

The attitude of the Company towards the State unemployment insurance scheme is of particular interest. They frankly recognise their dependence on the State scheme, but consider that the State benefits are inadequate and need to be supplemented. There is no desire to "contract out" of the State scheme; in spite of the fact that the management exerts itself to the utmost to reduce unemployment to a minimum, it has found the State benefit indispensable as a contribution to the cost of adequately relieving its workers during periods of unemployment which it cannot prevent because of the nature of the industry. This, in a plant where planning, forecasting, budgeting and all possible stabilisation methods are employed, has much significance.

The Unemployment Fund.

The Company alone contributes to the unemployment fund, having set aside the sum of £10,000 in January 1921, when the scheme was established, and undertaken to set aside annually a sum not exceeding 1 per cent. of the payroll, sufficient to keep the fund up to a total of £10,000, or 1 per cent. of the wage bill for the time being, whichever is the greater. The Company is not liable for any benefits beyond those which may be paid out of the fund so constituted, and

¹ Every employee of the Company, whether at York or elsewhere, is eligible for benefit.

² This sum consists of 2d. per week, which secures from the trade union or approved society a weekly benefit of at least 2s. per week, or any larger sum which the society insuring the majority of the workers can afford. This society insuring the majority of the workers was instituted by the local branch of the trade union in order to comply with the requirements of the Rowntree scheme. The firm made this stipulation chiefly on the ground of "a desire to protect the position of the unions".

³ It may be noted that 90 per cent. of the women and 95 per cent. of the men factory operatives employed by the Company at York are members of trade unions.

reserves the right to discontinue the scheme at any time on giving three months' notice.¹

Benefits Payable.

All unemployed workers between the ages of 18 and 65 (pension age) who have been with the Company for at least six months, and who have regularly paid a contribution of not less than 2d. per week into the funds of their trade union or other approved benefit society, are eligible for the additional unemployment benefits payable from the fund. A worker is disqualified for the Company's benefit if he has been discharged for misconduct or misbehaviour, or has left the employ of the firm without just cause, or is unemployed in consequence of a stoppage of work directly due to a trade dispute, whether at the Company's works or elsewhere.

The rates of benefit payable in case of complete unemployment are as follows: for single men and women, 50 per cent. of their average weekly earnings, and for married men², 60 per cent., together with an extra allowance of 5 per cent. for every dependent child up to a maximum of three. No worker may draw more than 75 per cent. of his normal earnings or £5 per week, whichever sum is the smaller. The minimum is £1 5s. per week, except in the case of a worker under 20 years of age, when it is £1 per week.

Benefit is payable from the termination of employment for a period of one week for each two months up to two and a half years of employment with the Company immediately before the termination of employment, and subsequent to the attainment of 18 years of age; and for one week for each subsequent complete three months of employment.

In addition, partial benefit, amounting to 80 per cent. of full benefit, is payable for short time resulting from shortage of work. The amount of partial unemployment benefit may in no case be less than the amount of State benefit which would be due in respect of the time lost if it were payable.

A special provision enables a discharged worker to draw in a lump sum 75 per cent. of the total unemployment benefit to which he would normally be entitled in the form of weekly payments, together with a "leaving gratuity" consisting of a week's wage for each year of service in excess of five years. The purpose of this arrangement is usually to enable a discharged worker to go into business on his own account.

Record of the Fund.

The following table shows, for the years 1923-1928, the number of workers in the Company's employ, the number covered by the

¹ The Chairman of the Company, Mr. B. Seeborn Rowntree, considers that this provision is an important factor in creating a sense of responsibility with regard to the administration of the fund.

² The case of married women does not arise, since women workers are dismissed on marriage and only in one or two exceptional cases are they employed by the Company. These exceptional cases are either widows, or women with invalid husbands, who are treated as single women with dependants.

unemployment benefit scheme (i.e. the number aged 18 years or over), the number of workers to whom benefits were paid, and the total amounts of benefit paid.

ROWNTREE AND COMPANY: ADDITIONAL UNEMPLOYMENT BENEFIT SCHEME

| Item | 1923 | 1924 | 1925 | 1926 | 1927 | 1928 |
|---|---------------|---------------------------|---------------|---------------|---------------|----------------|
| Number of workers employed : | | | | | | |
| Men | 3,515 | 3,340 | 3,311 | 3,260 | 3,245 | 3,167 |
| Women | 3,586 | 3,380 | 3,321 | 3,407 | 3,422 | 3,226 |
| Total | 7,111 | 6,720 | 6,632 | 6,667 | 6,667 | 6,393 |
| Number covered by scheme, (workers aged 18 and over) : | | | | | | |
| Men | 3,247 | 3,053 | 3,048 | 2,999 | 2,990 | 2,914 |
| Women | 3,009 | 2,830 | 2,798 | 2,871 | 2,855 | 2,708 |
| Total | 6,256 | 5,883 | 5,846 | 5,870 | 5,845 | 5,622 |
| Number of workers who drew benefit : | | | | | | |
| Partial : | | | | | | |
| Men | 1,326 | 900 | 739 | 556 | 833 | 1,289 |
| Women | 1,487 | 1,646 | 1,270 | 1,340 | 2,607 | 1,838 |
| Total | 2,813 | 2,546 | 2,009 | 1,896 | 3,440 | 3,127 |
| Full : | | | | | | |
| Men | 107 | 178 | 104 | 42 | 35 | 111 |
| Women | — | 8 | — | — | — | 4 |
| Total | 107 | 186 | 104 | 42 | 35 | 115 |
| Amount of benefit paid : | | | | | | |
| Partial | £4,556 | £4,824 | £2,902 | £4,805 | £4,676 | £9,130 |
| Full | £988 | £2,396 | £1,472 | £750 | £196 | £1,244 |
| Total (including lump sums and service payments) | £5,544 | £9,834¹ | £5,365 | £6,273 | £4,965 | £10,769 |

¹ In 1924 an unusually large sum (£2,000) was disbursed in the form of lump-sum payments to workers dismissed on account of reorganisation. Most of this money was given in the form of dismissal benefits, and in addition 23 workers were enabled by this means to go into business in their own account.

The unemployment for which provision is made by the fund is largely of a seasonal character. The demand for confectionery varies greatly throughout the year and the perishable nature of the Com-

pany's products precludes extensive manufacturing for stock. The management is consequently faced by two alternatives — the engagement of a large number of seasonal or temporary workers for the busy period, or the employment of a permanent force sufficiently large to cope with peak loads, but working short time during slack seasons. The latter method has been resorted to during the past few years. In the week ending 31 December 1928, for example, there were 657 people working short time, some being unemployed during one-fifth of the normal working time, some during one-third, and some during as much as one-half.¹

During 1928, short time was so prevalent that the Company agreed to make a supplementary payment to girls 18 years of age and over of £1 per week for every week of short time in excess of nine weeks; 238 workers benefited by this additional scheme and the total cost was £309.

It has always been the policy of the Company to attempt to place discharged workers in other jobs².

As indicated above, a special arrangement enables a discharged worker to receive as a lump sum 75 per cent. of the total amount of benefit to which he would ordinarily be entitled in the form of weekly payments. The committee in charge of this arrangement disbursed the following sums during the years indicated: 1924, £550; 1925, £513; 1926, £718; 1927, £93; 1928, £427.

Additional Provision made by Workers.

Generous as have been the provisions of the Rowntree scheme the workers of the Company have thought it worth while to supplement them. In April 1929 a voluntary levy was decided on at the rate of 6d. per week for every worker earning 65s. or less and 1s. per week

¹ During the week in question 82 workers were on short time to the extent of 50 per cent. of the normal working hours; 133 to the extent of 33¹/₂ per cent.; 348, 25 per cent.; 11, 20 per cent.; 76, 15 per cent.; and 7, 10 per cent.; total, 657 on short time.

The number of workers engaged temporarily during the busy season was 556 in 1924, 270 in 1925, 30 in 1926, 65 in 1927, and 0 in 1928. On the other hand, the average weekly number of workers on short time during the year ending 30 September increased from 377 in 1925-1926 to 916 in 1926-1927 and 736 in 1927-1928.

² It is of some importance to note that workers are effectively safeguarded against arbitrary dismissal. When it is proposed to dismiss workers on account of lack of work, the list of those selected for dismissal is submitted to the shop steward before the notices are issued, for information and approval. In the event of non-agreement, each case is further considered by the management and the shop steward, in conjunction with the Employment Department, with whom the final decision rests. In all other cases of dismissal the shop steward is informed of the reasons for dismissal before notice is issued.

Any worker who is either suspended or dismissed has the right of appeal to an appeal committee, which consists of five persons, two appointed by the Company and two appointed by the worker members of the Central Works Council from among the workers, with a chairman appointed by these four members.

for every worker earning more than 65s. The fund so constituted is to be used for paying additional unemployment benefits and, in particular, for the purpose of advancing money to unemployed workers transferred out of York to other factories.¹

(b) **Cadbury Brothers, Ltd., Bournville.** (Chocolate and Confectionery Manufacturers.)

Cadbury's of Bournville are well known for the high standard of management and working conditions in their factories, and for their many welfare activities, which include supplementary health and pension schemes and the provision of medical service, educational facilities and model houses for their workers. Works councils and shop committees are in operation in the factories and deal with matters of common interest to workers and management.

Every endeavour is made by the company to ensure, through budgeting, planning and the transfer of workers from one department to another of their factories, that the highest possible degree of regularity of employment shall be maintained.² As in the case of other firms engaged in the same industry, however, the varying demand for the product, due to seasonal and other fluctuations in public taste, combined with the impossibility of manufacturing chocolates and confectionery for stock, have made seasonal fluctuations in employment inevitable. The engagement of temporary workers is avoided as far as possible and overtime and short time are resorted to in busy and slack seasons.³

It has for some years been the practice of the firm to compensate workers for such unavoidable short time, and in November 1923 the system of compensation was placed on a permanent basis and a welfare fund set up to cover the cost of the scheme. The firm states that this step was taken in order to guarantee a minimum rate of payment per week to their workers.

Provision is also made, in virtue of an agreement reached in 1919 between the employers and the trade unions represented on the Interim Industrial Reconstruction Committee of the cocoa, chocolate, sugar, confectionery and jam industries, for compensation for lost time due to hot weather or temporary defects in or break-down of machinery over which the workers have no control.⁴

¹ About £8 is the maximum paid in a lump sum out of this fund.

² For example, careful records are kept of the various operations for which each worker has been trained and reference is made to these records whenever exceptional demands for particular products make it necessary to transfer workers from one department to another of the company's factories.

³ Labour turnover is very low, being estimated "under normal conditions" as 4.3 per cent. in the case of male workers and 8.75 per cent. in the case of female workers.

⁴ For such periods a minimum wage has been fixed; but if alternative work is offered to and refused by the worker, the liability of the employer ceases.

In addition, an unemployment scheme, instituted in December 1920, makes provision for the payment of additional benefits, in order to supplement the State benefits, which were regarded as inadequate, to workers dismissed because of inefficiency or because no work was available for them.

The number of workers employed by the company on 25 May 1929 was 8,135 at Bournville and about 900 in subsidiary factories.

The Welfare (Unemployment) Fund.

The company alone contributes to the fund from which unemployment benefits are paid. Each annual contribution consists of a sum equal to the average annual dividend payable for the three years ending on the current 30 June on a block of shares, nominally set aside, which would have yielded dividends averaging £50,000 for the three years ended 30 June 1923. In addition, since the annual contribution so calculated is subject to income tax, an amount equal to the income tax payable is added to the contribution.

The administration of the fund is in the hands of the wages department of the company. All questions in dispute are referred to the Works Councils composed of eight representatives from the workers and eight from the management. Close co-operation is maintained with the State employment exchanges and an arrangement is in force whereby unemployed women and girls may sign on and draw State unemployment insurance benefit at the Cadbury works. The arrangement is stated to have worked efficiently both from the point of view of the exchanges and from that of the workers. The average weekly amount of State benefit so paid out during 1928 was approximately £465.

The company reserves the right to withdraw, suspend or amend the scheme at any time after six months' notice to the Works Councils.

Benefits Payable.

(a) In case of *short time* or *temporary unemployment* due to causes other than hot weather and temporary defects in or break-down of machinery. Short-time benefits are payable, when the time worked is over four hours less than the normal working week, to all workers, irrespective of age or length of service, with the exception of travelling salesmen and employees who receive commission based on profits or returns and are not affected by short time.

The following table shows the weekly rates of benefit payable from the fund, as from 27 November 1928, together with the amounts which the worker, if eligible, may draw from the State unemployment insurance fund.

| Category of workers | State benefit s. d. | Additional benefit s. d. | Total s. d. |
|---|------------------------|-----------------------------|----------------|
| Unmarried men and boys : | | | |
| Aged 14 | — | 10 0 | 10 0 |
| „ 15 | — | 13 6 | 13 6 |
| „ 16 | — | 16 0 | 16 0 |
| „ 16 ^{30/52} ¹ | 6 0 | 10 0 | 16 0 |
| „ 17 | 6 0 | 13 0 | 19 0 |
| „ 18 | 10 0 | 10 0 | 20 0 |
| „ 19 | 12 0 | 10 0 | 22 0 |
| „ 20 | 14 0 | 18 0 | 32 0 |
| „ 21 and over | 17 0 | 26 0 | 43 0 |
| Married men (aged 21 and over) : | | | |
| No children | 24 0 | 25 0 | 49 0 |
| One child | 26 0 | 25 0 | 51 0 |
| Two children | 28 0 | 25 0 | 53 0 |
| Women and girls : | | | |
| Aged 16 ^{30/52} ¹ | 5 0 | 11 0 | 16 0 |
| „ 17 | 5 0 | 14 0 | 19 0 |
| „ 18 | 8 0 | 12 0 | 20 0 |
| „ 19 | 10 0 | 12 0 | 22 0 |
| „ 20 | 12 0 | 12 0 | 24 0 |
| „ 21 and over | 15 0 | 12 0 | 27 0 |

¹ State unemployment insurance benefit is not payable unless 30 or more contributions have been paid in the two years preceding the date of the claim. In the case of youths and girls, who start contributing at the age of 16 years, this qualification clearly cannot be satisfied until at least 30 weeks after the attainment of that age.

A worker who is not eligible for State benefit may draw from the fund a total weekly sum equal to the State benefit *plus* the additional benefit normally payable from the fund.

In no case may the total benefits drawn from all sources exceed (i) 80 per cent. of the average weekly earnings prior to the unemployment or short time in question, or (ii) the current standard wages of general labourers in the factory or department in which the worker is employed, whichever ((i) or (ii)) is the higher.

(b) In case of *lost time* due to hot weather or temporary defects in or break-down of machinery. Workers receive guaranteed minimum rates if they lose time (amounting to not less than one hour in any day) because of heat or of machine difficulties over which they have no control. It is understood that in order to receive these rates a worker must be willing to accept any other work offered.

(c) In case of *dismissal*. If a worker is discharged because of lack of work or inefficiency, additional unemployment benefits are paid at the following weekly rates :

| Category | 1st 9 weeks | 2nd 9 weeks |
|------------------------|-------------|-------------|
| Men and boys : | | |
| Married | 22s. | 11s. |
| Single | 16s. | 8s. |
| Women and girls | | |
| | 10s. | 5s. |

In order to be eligible for these benefits a discharged worker must have been continuously in the service of the company for two years

or more. In the case of workers who have served for less than two years, but not less than six months, a proportionate allowance is made. There is, in addition, an age qualification: full dismissal benefits are payable only to men of 21 years and over and women of 18 years and over. In the case of men under 21 and women under 18 benefits are paid at half the rates detailed above.

The number of workers covered by the dismissal benefits scheme was 8,530 on 12 March 1929. Of these, 197 had completed less than two years' service and were entitled to an allowance in the proportion that their period of service bore to two years. In addition 32 workers had completed less than six months' service and were therefore not eligible for benefit under the scheme. The total number who were eligible for the full benefits provided by the scheme was thus 8,301.

In order to qualify for benefit an applicant must have applied in the prescribed manner and must also have made unsuccessful application for work to his trade union and to the employment exchange.

Workers who voluntarily leave the company, or are discharged for misconduct, or are in receipt of or entitled to pensions from the company, are not eligible for dismissal benefits.¹

Record of the Fund during 1928.

(a) *Temporary unemployment and short time benefits.* During 1928 the average weekly number of workers drawing benefit was approximately 500. This was, however, an exceptionally large number, due to the fact that reorganisation, improved machinery and changes in the nature of public demand reduced the quantity of labour required in the company's factories. Rather than resort to wholesale dismissals, an exceptional amount of "surplus labour" was carried, and short time was worked on a large scale. Wherever possible work was found both inside and outside the factories, and in many instances, to reduce the number of extra workers, workers were retired on full pension five or six years under the normal pension age. In normal years there is very little short time and little change in the size of the working force. Women were more affected than men by short time during 1928, the average weekly amounts of benefit paid being £500 to women and girls and £100 to men and boys. Short time was most prevalent during the period from January to the middle of July.

(b) *Dismissal benefits.* During 1928 289 men and boys and 211 women and girls were dismissed because of inefficiency or lack of work. This number, like the number of those working short time, was abnormally high as a result of reorganisation, improvements in machinery and changes in public demand. Of the 500 workers thus dismissed 209 men and boys and 177 women and girls claimed weekly benefit; 12 claims (all men) were disqualified owing to insufficient length of

¹ Discharges on account of misconduct are reviewed by a special Discipline Tribunal. It is the usual practice of this Tribunal to interview discharged workers personally. The trade unions take action only in cases which they regard as unfairly or harshly treated.

service; 29 men claimed lump-sum payments instead of weekly benefits; 47 men and boys and 34 women and girls made no claim, having presumably found employment.

(c) *Special temporary arrangements.* In view of the exceptional conditions prevailing during 1928, and referred to above, which necessitated reductions in staff, it was decided to offer redundant workers various inducements to leave the company's service.

(i) A lump sum was offered, in place of (and equal to) the total weekly benefits payable under the unemployment scheme, to men leaving for any of the following reasons: (a) to remove to another district; (b) to take up business on their own account; (c) with a view to the extension of an existing business; (d) to emigrate. Men leaving under this arrangement were also entitled to receive the special Service Awards referred to below.

(ii) In addition to the weekly benefits payable under the unemployment scheme, special Service Awards were offered to men and women on their obtaining other employment or reaching the end of their period of unemployment benefit. The amounts vary in proportion to length of service as follows:

| Workers | Years of service | Service Award | |
|---------|------------------|---------------|----|
| | | £ | s. |
| Men | 5 and under 10 | 7 | 10 |
| | 10 " " 15 | 10 | 0 |
| | 15 " " 20 | 15 | 0 |
| | 20 and over | 20 | 0 |
| Women | 10 and under 12 | 2 | 0 |
| | 12 " " 15 | 4 | 0 |
| | 15 and over | 6 | 0 |

The special Service Awards for men do not apply to tradesmen. They came into operation during the latter part of 1928 and were subject to reconsideration before 31 August 1929. On that date they were discontinued so far as their general applicability to the factory was concerned; but it was decided that if any male employee should wish to leave the firm for any of the reasons mentioned, his case should be considered on its merits, and if the firm felt itself able to dispense with his services a grant would be made equal to that provided for under the former scheme. These grants will be continued until the position is considered to be quite satisfactory.

(iii) Special facilities were offered to girls leaving to learn another business or profession. Where the earnings of the learner were less than 25s. per week a special allowance at a rate not exceeding 10s. per week for the first nine weeks and 5s. per week for the second nine weeks was granted. These rates were equivalent to benefit under the firm's unemployment scheme. The arrangement was discontinued on 15 May 1929.

(c) **J. S. Fry and Sons, Ltd., Bristol and Somerdale.** (Chocolate and Cocoa Manufacturers.)

J. S. Fry and Sons, like Cadbury Brothers, Ltd., are known for the high standard of working conditions and industrial relations

prevailing in their factories. Welfare activities promoted by the company include the provision of free medical service and sick visiting, supplementary sickness benefits and pensions, various social and educational facilities, and model housing accommodation. An excellent trade apprenticeship scheme equips boys for work in various trades, in case their services are no longer required by the firm.

Careful budgeting, forecasting, and scientific planning, together with perfect storage accommodation, are resorted to in order to distribute production as evenly as possible over long periods, and as a result short time has in normal years been reduced to a very low level. In recent years, however, general trade depression and changes in public taste have involved unforeseen fluctuations in the demand for the company's products and short time and staff reductions have been resorted to.

A scheme of short-time allowances was introduced in 1921, when the trade depression became acute, for the purpose of helping married workers with children, for whom the State unemployment insurance benefit was considered to be inadequate.

During recent years the company has been faced with the problem of a temporary labour surplus, due to the depressed condition of the market and the introduction of improved methods in the Somerdale factories. Until comparatively recently every endeavour was made to carry as much as possible of the surplus labour by working short time. In a number of cases workers have been retired on full pension five or six years before reaching the normal pension age. More recently, however, it was found necessary to dismiss a number of workers. A system of dismissal benefits was introduced in 1927 to cover the case of these workers.

The number of workers employed by the firm at Bristol and Somerdale is slightly over 5,000, all of whom are covered by the short-time and dismissal allowances scheme.

Financial Resources and Administration of the Scheme.

There is no established fund to cover the cost of the scheme, all benefits being paid directly by the company whether or not a profit appears on the balance sheet. The company reserves, however, the right to withdraw or amend the scheme at any time.

The administration of the scheme is in the hands of the employment offices and wages department of the company. Close co-operation is maintained with the local employment exchange for the purpose of simplifying the arrangements for the payment of State unemployment insurance benefits to such of the company's workers as may become temporarily or permanently unemployed.

Benefits Payable.

Short-time allowances. The aim of the scheme is to ensure that, as far as possible, over any period of four weeks, the average weekly receipts of every worker shall be not less than 25s. in the case of a girl, 30s. in the case of a single man, and 40s., together with 5s. for

each child up to the number of three and under the age of 14, in the case of a married man. Benefits payable to workers on short time are consequently calculated for a period of four weeks (176 normal working hours). From the total number of hours lost during this period is deducted in each case a certain number (as indicated below) of "qualifying hours" on account of which no benefit is paid. Benefit is paid for the remaining number of hours lost at 50 per cent. of ordinary rates of wages.

In the case of day workers, the number of hours deducted from the total time lost during the four-weekly period before benefit is payable is as follows :

| Category of workers | Number of hours deducted from time lost |
|------------------------------|---|
| Single men and boys : | |
| Aged under 19 | 40 |
| " 19 and under 20 | 58 |
| " 20 " " 21 | 80 |
| " 21 and over | 100 |
| Married men : | |
| No children | 60 |
| One child | 44 |
| Two children | 27 |
| Three children | 10 |

In the case of shift workers, piece workers and piece shift workers, the number of qualifying hours to be deducted is increased in proportion to the higher rate of wages earned.

The scheme is applied in a similar way to women and girls. All female day workers, of whatever age, must lose 40 hours during the four weeks before benefit is payable. Single men and girls with dependants may apply for special consideration.

Benefit is payable to married men at the rate of 13s. 3d. per week (25 per cent. of the day worker's weekly wage) during the qualifying period of six days required before State unemployment insurance benefit is payable.

It is a condition of the receipt of short-time allowances that the worker concerned must register at the local employment exchange.

Dismissal allowances. Male workers who are dismissed owing to lack of work receive a weekly allowance at the following rates :

| Category | 1st | 2nd |
|-------------------------------------|--------------|--------------|
| | 13 weeks | 13 weeks |
| Men and boys : | | |
| Aged 18 and under 19 | s. d. 7 6 | s. d. 5 0 |
| " 19 " " 20 | 10 0 | 7 6 |
| " 20 " " 21 | 15 0 | 7 6 |
| Men aged 21 and over : | | |
| Single, without dependants | 17 6 | 8 6 |
| Married and single, with dependants | 25 0 | 12 6 |

Men with dependants receive 7s. 6d. per week for a third period of 13 weeks.

Women and girls receive 6s. per week, irrespective of age, for 26 weeks.

The allowance stops when other work has been secured, but is paid for the first week in the new employment.

Workers who are discharged for inefficiency or misconduct, or who voluntarily leave the company, are not eligible for the dismissal allowance.¹

Special service awards. When employees of long service leave the firm special service awards are granted at the following rates: 10 and under 15 years' service, £7 10s.; 15 and under 20 years, £10; 20 and under 25 years, £12 10s.; 25 years' service and over, £15.

Record of the Scheme.

Short-time allowances. During the years 1921 to 1928 the company paid out a total sum of £18,845 13s. 10d. in the form of short-time allowances.

Dismissal allowances. This scheme was started in 1927. By the end of 1928 the amount paid out had reached a total of £1,663 19s. 5d.

Special service awards. Under this scheme the following payments have been made during the three years 1926 to 1928: 1926, £2,323 13s. 9d.; 1927, £1,405 16s. 10d.; 1928, £2,094 11s. 8d. Marriage allowances, which are, in effect, special service awards, amounted in 1926 to £886 12s. 7d., in 1927 to £1,186 15s. 4d., and in 1928 to £1,184 8s. 3d.

(d) **E. S. and A. Robinson, Ltd., Bristol.** (Manufacturers of Stationery, Boxes, Bags, etc.)

The additional unemployment benefit scheme instituted by E. S. and A. Robinson, Ltd., has been in operation since June 1925 and covers all workers employed by the company irrespective of age or length of service. The number of workers on 1 October 1928 was 3,088 (1,156 men and 1,932 women).

Working conditions in the company's factories are good and various facilities are provided for workers. Trade union membership is optional, and it is stated that no discrimination is made by the company in this respect.

The Unemployment Fund.

In June 1925 a certain sum was set aside by the company to provide additional unemployment benefits for workers on short time. When this sum was exhausted no further amounts were set aside, but the payment of benefits was continued, such expenditure being

¹ All questions of dismissals and discipline are dealt with directly by the management. Provision is made, under the Interim Industrial Reconstruction Committee's Agreement for the Cocoa and Chocolate Trades of 1919, for joint consideration of all disputes by representatives of the trade unions and the management. Under this same agreement provision is made for the payment of a guaranteed minimum wage in case of stoppage of work due to hot weather, break-down of machinery, etc.

charged as one of the costs of production. No contributions are paid by the workers.

The administration of the fund is in the hands of the company, which reserves the right to discontinue the scheme at any time.

Benefits Payable.

Short time. Benefit is payable for short time due to a shortage of work in normal times, but is not payable when the shortage of work is due to industrial disputes, whether such disputes occur in the industry to which the company belongs or in any other industry.

Both piece workers and day workers are eligible for benefit, the rate of benefit being proportional, in the case of the former, to their day-work rates of wages.

When the state of the work in hand renders it necessary for workers to leave the factory before the completion of a full day's work, the full day's wages are made up from the unemployment fund.

When the period of short time is insufficient to render the worker eligible for unemployment benefit from the State unemployment insurance fund or from any other source, the company pays seven-eighths of the worker's normal wages.

When the period of short time is sufficiently prolonged to entitle the worker to benefit from the State unemployment insurance fund or any other source, the company makes up the difference between the amount to which the worker is so entitled and seven-eighths of his wages.

Dismissal. When a worker completely severs his connection with the company, no dismissal bonus or additional benefit is paid. No worker over the age of 18 years may be dismissed without the sanction of the foreman, manager and two directors, and, in the case of girls, the sanction of the welfare worker as well.

Record of the Fund.

The monthly average amounts of benefits paid out under the short-time scheme were as follows during the years 1925-1928: 1925 (June-December), £45 6s. 1d.; 1926 (January-May and December)¹, £151 18s. 9d.; 1927, £255 18s. 8d.; 1928, £150 14s. 9d.

(e) Lever Brothers, Ltd., Port Sunlight, and Associated Companies. (Soap Manufacturers.)

Lever Brothers, Ltd., employ altogether about 20,000 men and have extensive soap-manufacturing establishments at Port Sunlight. Conditions of work in the company's factories are excellent, and pro-

¹ From June to November 1926 no benefit was paid on account of the general strike.

vision is made for vacations with pay, medical service, pensions, profit-sharing and various welfare activities. Great care is exercised in selecting workers and every endeavour is made, by means of careful co-ordination of manufacturing and distribution, attention to budgeting and planning, and internal transfer of workers, to ensure the greatest possible stability of employment.

It has not, however, been found possible to eliminate altogether short time and complete unemployment, and for the last five or six years provision has been made for the payment of additional unemployment benefits. Under the scheme in operation until the end of 1928, workers who were covered by the company's co-partnership scheme were entitled, in the event of complete unemployment, to such a sum, by way of supplement to the State unemployment insurance benefit, as would bring that benefit up to half the standard weekly rate of wages. In addition, workers on short time were paid half wages for such short time.

The new scheme, which has been in operation since the beginning of 1929, is officially termed a "guarantee of employment" plan, but may best be grouped, for the purposes of this article, with additional benefit schemes.

No special fund has been established for the payment of unemployment benefits, all such payments being included in ordinary payroll expenses. The company reserves the right to abandon the scheme at any time, and their decision as to the interpretation of any matters in relation to the scheme is final.

Benefits Payable.

Short time. Under the provisions of the scheme, a worker of 22 years of age or over who has completed four years of service receives his wages for a full week less $4\frac{1}{2}$ hours for any week in which, owing to a cause which arises in the ordinary course of the company's business, he works short time to the extent of $4\frac{1}{2}$ hours or more. Such payment is in addition to any wages earned for overtime, bonus additions, etc., but is subject to the deduction of the amount of any benefits to which the worker is entitled under the Unemployment Insurance Acts.

Temporary unemployment and dismissal. When, owing to a cause which arises in the ordinary course of its business, the company is unable for a full week or more to provide a worker with work, a sum equal to three-quarters of the wages for a full working week less $4\frac{1}{2}$ hours is paid for each week, up to a maximum of 12 weeks, during which such unemployment continues. In the case of workers who have completed 15 years' service, the provision is more generous, benefits being payable at the rate of a full week's wages less $4\frac{1}{2}$ hours. In each case the payments are subject to the deduction of an amount equal to any benefit to which the worker is entitled under the Unemployment Insurance Acts.

If at the end of the twelfth week of unemployment the company is still unable to provide work, the worker is given one week's wages

in lieu of notice and is dismissed from the company's service. A worker who is offered suitable employment either by the company or by another employer has no further right to receive additional unemployment benefits from the company.

Experience.

No records are available to show what sums have been paid out under the scheme or to what extent there has been occasion to resort to its provisions. It is, however, of interest to note that every endeavour is being made to overcome seasonal problems and, by resort to careful planning, overtime and transfer of workers, to reduce labour turnover and unemployment to a minimum.

A similar scheme is in operation in sixteen different companies associated with Messrs. Lever Brothers.

(ii) *Funds Partly or Wholly Supported by Workers' Contributions*

(a) **Needler's, Ltd., Hull.** (Chocolate and Candy Manufacturers.)

Needler's, Ltd., like other progressive manufacturers of chocolate and candy, have found it desirable to establish an additional unemployment benefit scheme to supplement the income of workers on short time. The value of the State unemployment benefit and the advantage for seasonal trades of remaining within the national scheme of unemployment insurance were fully recognised, but it was considered that the State benefits were inadequate.

The scheme, which was inaugurated in 1922, covers nearly 700 out of a total of 1,250 workers employed by the company.

Membership is voluntary and is open to all workers over 16½ years of age, with the exception of employees engaged on construction work, who are not eligible until they have completed two and a half years' service with the company, and workers who are promoted to the staff¹ by reason of long service and are guaranteed continuous employment. About 250 of the company's workers are under 16½ years of age and are consequently not eligible for membership of the scheme.²

The Unemployment Fund.

The fund was started in 1922 by a contribution of £1,000 made by the company, which agreed in addition to contribute a sum of

¹ After 12 years' service in the case of women and 20 years in the case of men, workers are given the option of becoming members of the staff. (See p. 382 below.)

² Under the Interim Industrial Reconstruction Committee's Agreement for the Cocoa and Chocolate Trades provision is made for the payment of a guaranteed minimum wage in case of stoppage of work due to hot weather, break-down of machinery, etc.

£500 annually for five years. The company reserves the right to discontinue the scheme on giving one year's notice.

Workers' contributions, which are deducted from their wages, vary in amount, according to the rate of benefit to which they are entitled (as indicated below), from 4½d. per week in the case of one group of girls and youths, to 2s. per week in the case of married men with dependants.

A worker who leaves the company's employ has the right to the refund of 75 per cent. of the total contributions which he has paid in, less the amount which he has drawn in benefits.

The administration of the scheme is in the hands of a committee composed of representatives of workers and of the management. The company provides the services of a financial secretary.

Benefits Payable.

Temporary unemployment. A member of the fund who has paid in at least 26 contributions and who is unemployed for more than 2 days, or the equivalent number of working hours, in a week beginning Monday and ending Saturday, is entitled to benefit at the following rates in proportion to his weekly contributions to the fund :

| Category | Weekly contribution s. d. | Benefits | |
|--------------------------|------------------------------|-------------------|---------------------|
| | | Per week s. d. | Duration (weeks) |
| Man with wife and child | 2 0 | 40 11 | 5 |
| " " " " | 1 6 | 30 8 | 5 |
| " " " " | 9 | 15 4 | 5 |
| Single man over 18 years | 1 6 | 22 6 | 7 |
| Girls and youths | 1 0 | 12 6 | 7 |
| " " " | 9 | 9 4½ | 7 |
| " " " | 4½ | 4 8 | 7 |

These benefits, when added to the State unemployment insurance benefits, are stated to make up a total nearly equal in many cases to the full time-rate wage. A high rate of benefit for a short period rather than a lower rate for a long period has been preferred by the married workers, many of whom, being highly skilled and able to find other work without difficulty, are not disposed to remain on reduced income for more than 5 weeks. The single workers, who at first came under the same arrangement, decided later to adopt the alternative method, and benefit rates and periods were changed accordingly.

When the member's right to such benefit has expired he may be granted *extended benefit* from a special fund set aside for that purpose. Rules governing the management of the extended benefit fund are made from time to time by the committee with due consideration of the sum available.

Dismissal. As has been noted above, a worker who leaves the service of the company is entitled to the refund of 75 per cent. of the total of his contributions to the fund, less the amount of benefit which he has received.

Record of the Fund.

The following table shows the number of members and beneficiaries during the years 1925-1928 and the amounts paid out in benefit in 1927 and 1928 :

| Item | 1925 | 1926 | 1927 | 1928 |
|---|----------------|----------------|------------|------------|
| Membership : | | | | |
| Men ¹ | 63 | 69 | 75 | 82 |
| Women and girls | 649 | 701 | 744 | 765 |
| Total | 712 | 770 | 819 | 847 |
| Number of beneficiaries : | | | | |
| Men | 34 | 50 | 51 | 51 |
| Women and girls | 570 | 601 | 634 | 583 |
| Total | 604 | 651 | 685 | 634 |
| Number who drew extended benefit : | | | | |
| Men | — | — | — | 20 |
| Women and Girls | — | — | — | 121 |
| Total | — | — | — | 141 |
| Number who drew extra extended benefit | | | | |
| Men | — | — | — | 7 |
| Women and Girls | — | — | — | 72 |
| Total | — | — | — | 79 |
| Amount of benefit paid : | | | | |
| | | | £ s. d. | £ s. d. |
| Ordinary | — ² | — ² | 1690 19 3½ | 2058 8 10 |
| Extended | — ² | — ² | 159 11 0½ | 206 2 1 |
| Total | — ² | — ² | 1850 10 4 | 2264 10 11 |

¹ The relatively small number of men members is stated to be due to the fact that the majority of the men (engineers, carpenters, painters, etc.) are insured against unemployment through their trade unions.

² Figures not available.

(b) **Percy Jones (Twinlock), Ltd., Beckenham.** (Manufacturers of Loose-leaf Books.)

In 1927, Percy Jones (Twinlock), Ltd., established a fund for supplementing the State unemployment insurance benefit, which was considered to be inadequate for skilled workers such as those employed by the company.

Working conditions in the firm's factory are of a very high standard, and various welfare schemes are in operation. Some of the workers are members of trade unions, and it is stated that the company does not discriminate in any way against trade union members.

The number of workers in the company's employ is 140, of whom 20 are girls. Most of the men are skilled workers. All workers except apprentices are covered by the additional unemployment benefit scheme.

The Unemployment Fund.

The rates of contribution to the unemployment fund are proportional to the worker's weekly earnings as follows :

| | | | | |
|------------------------------|------|-----|-----|-----|
| Worker's weekly earnings | £4 | £3 | £2 | £1 |
| Worker's weekly contribution | 1s. | 9d. | 6d. | 3d. |
| Firm's weekly contribution | 12s. | 9s. | 6s. | 3s. |

At the end of each July the balance left in the fund is shared out, with the exception of 10 per cent. which is left in for emergencies. A large reserve is said to be unnecessary in view of the fact that short time is practically unknown in the firm's factory.

When a worker leaves or is dismissed, the amount of his contributions for the current year is returned to him and no unemployment benefit is paid.

Benefit Payable.

No worker may draw benefit until he has paid two months' contributions into the fund.

The rates of benefit are proportional to earnings, being 36s. per week in the case of workers earning £4 a week, 27s. in the case of workers earning £3, 18s. in the case of workers earning £2, and 9s. in the case of workers earning £1. There is no fixed limit to the period during which benefit may be paid. Benefits are payable as long as there is any money in the fund.

It should be noted that the generous scale on which benefits are payable is rendered possible by the small extent to which the company's workers have been affected by unemployment. The company makes every effort to ensure regularity of employment for its workers.

(c) Redpath, Brown and Co., Ltd., Saint Andrew Steel Works, Edinburgh. (Steel Manufacturers.)

The additional unemployment benefit plan at present in operation in the Saint Andrew Steel Works was established in March 1923 in order "to remove as far as possible from the minds of the Company's employees the fear of hardship resulting from unemployment or under-employment . . . to unite them to each other and to the Company . . . and also establish an *esprit de corps* that will make for harmony and efficient working."

Membership of the scheme, which is known as the Saint Andrew Steel Works Club, is open to all employees of the Company over 21 years of age who have been continuously in the service of the Company for at least 12 months. The total number of workers employed by the Company in January 1929 was 268 (210 men and 58 juveniles), of whom 181 were men over 21 years of age who had been in the Company's employ for at least 12 months and were in consequence covered by the unemployment scheme.

The Unemployment Fund.

When the fund was first constituted, the Company contributed a sum of £1,000. In addition, workers over 21 years of age contribute 4d. per week and this contribution is supplemented by an equal contribution from the Company. The Company accepts no responsibility for the payment of benefits in excess of the sums so contributed and reserves the right to withdraw from the scheme without notice "from the date when any industrial or national unemployment insurance scheme, in the opinion of the Company, makes adequate provision for unemployment". It may also reduce or discontinue its contributions to the club, or entirely withdraw from the scheme on giving three months' notice, but the rules and regulations provide that any such notice does not relieve the Company from contributing to the club up to the termination of the three months.

In the event of the scheme being discontinued, the money in the fund, if it exceeds £1,000, is to be divided between the Company and the members of the club, £1,000 going to the Company. If the fund amounts to less than £1,000 the entire sum goes to the Company.

The administration of the scheme is in the hands of a committee consisting of three representatives of the Company appointed by the board of directors and six representatives of the workers appointed by them from among their own number. The decisions of this committee are final in relation to all claims for additional benefits.

Benefits Payable.

Short time. Members of the fund who have paid in thirteen weekly contributions are eligible for partial unemployment benefit. Such benefit is payable in respect of short time when, over a period, owing to shortage of work due to depression of trade, a worker actually works and is paid for an average of less than 90 per cent. of normal full time. The period over which such average is calculated may not exceed five weeks. Partial unemployment benefit is payable at the same rate as full unemployment benefit (referred to below) in respect of the time so lost during such period in excess of an average of 10 per cent. of the period.

The qualifications for benefit are the same as those under the State unemployment insurance scheme, with the exception that the committee responsible for the administration of the fund reserves the right to decide upon relief work or other similar employment as an alternative in case of slack work.

Dismissal. Full unemployment benefit is payable to a member of the fund who becomes unemployed from the date of the termination of his employment with the Company for : (a) one week for each two months for which such person has been a member of the club immediately before his employment, up to a maximum of thirteen

weeks; (b) an additional period equal to this original period but at only half of the full rate payable during this period.

A member's right to such benefit is valid for a period of twelve months from the date of his discharge from the Company, benefit being payable only during such time as he is actually unemployed in that period. In order to avail himself of this provision a member must continue the regular payment of his weekly contributions to the fund whether he has secured employment elsewhere or not.

Other qualifications for the receipt of benefit include the following: the worker must prove that he is entitled to State unemployment insurance benefit or, if he is a person falling within the "excepted employments" mentioned in the Unemployment Insurance Acts, that if he had not been so excepted he would have been entitled to State benefit, or that, in either case, he would have been entitled to it but for the fact that his period of benefit under the State scheme was or would have been exhausted. Moreover, if he has been required by the committee to attend at any approved course of instruction he must show that he has duly attended in accordance with the requirement. He must also have effected or kept effective a suitable registration at the proper employment exchange and have used his best endeavours to obtain suitable employment.¹ Benefit is payable from the fund for the waiting period during which State unemployment insurance benefit is not payable.

The rates of benefit are as follows: 15s. per week for the first 13 weeks and 7s. 6d. per week for the next 13 weeks in the case of an adult, whether he be married or single; 1s. per week for the first 13 weeks and 6d. per week for the next 13 weeks for each child under 14 years of age of a member entitled to unemployment benefit.

In no case shall the amount payable to a member from the club, together with the State unemployment insurance benefit, exceed the average wage earned by him during five normal weeks immediately previous to his period of unemployment.

Record of the Fund.

The number of members who drew benefit and the total amounts of benefit drawn were as follows during the years 1924 to 1929:

¹ With regard to the meaning of the term "suitable employment" it may be noted that an unemployed worker "shall not be deemed to have failed to fulfil these conditions by reason only that

- "(i) he has declined an offer of employment which, in the opinion of the committee, it was not reasonable to require him to accept, having regard to all the circumstances, including the nature and conditions of such employment and the remuneration therefor, and the work and the terms upon which he was employed immediately before his unemployment; or, having accepted such an offer, has subsequently voluntarily left that employment; or
- "(ii) he has declined an offer of employment in a situation vacant in consequence of a stoppage of work due to a trade dispute; or
- "(iii) the waiting days for State benefit have not expired."

| Period | Number of members who drew benefit | Total benefits drawn | | |
|------------------------|---------------------------------------|-------------------------|----------|----------|
| | | £ | s. | d. |
| Year ending March 1924 | 31 | 201 | 17 | 3 |
| " " " 1925 | 27 | 174 | 7 | 1 |
| " " " 1926 | 40 | 275 | 5 | 10 |
| " " " 1927 | 22 | 88 | 5 | 4 |
| " " " 1928 | 2 | 27 | 5 | 0 |
| " " " 1929 | 7 | 55 | 5 | 11 |
| | | <u>822</u> | <u>6</u> | <u>5</u> |

During 1929 there were 115 workers who were paid £62 19s. 5d. for short time. This was the only year when "partial" unemployment benefits (see page 375) were paid out.

With regard to the adequacy of the unemployment fund, the secretary of the Saint Andrew Steel Works Club stated in October 1928 that, while it had been sufficient so far, owing to the low rate of unemployment experienced, it was to be feared that if great demands were made on the fund it might not be possible to pay the benefits provided for in the rules. The fund could not be maintained in such circumstances without substantial aid from the company.

(d) **Boots Pure Drug Company, Ltd., Nottingham.** (Manufacturers and Dispensers of Drugs, etc.)

Boots Pure Drug Company, Ltd., has 830 shops located in various parts of Great Britain, employing approximately 15,000 people. The main factory is at Nottingham and employs about 5,000 workers. The Company has organised many welfare activities and general working conditions in its factory are good. Every attempt is made, by means of transfers of workers, to prevent excessive use of overtime and the taking on of casual or temporary workers. Close attention is given to the selection of workers and discharge is carefully safeguarded, every worker having the right of appeal.

In 1921, on account of bad trade, it was found necessary to lay off intermittently about 1,000 workers from the Nottingham works¹, and it was decided to introduce a scheme of unemployment benefits to cover short time and waiting periods not provided for by the State scheme, and to supplement the State unemployment insurance benefits, which were not considered to be adequate.

The Unemployment Fund.

When the fund was established workers who remained at work were asked to contribute one hour of their wages per week for one month, and the firm undertook to contribute to the extent of 25 per cent. of the fund so collected. An administrative committee was

¹ It is stated that there is no unemployment among workers in the Company's retail shops.

appointed, consisting of representatives of workers and management, with the secretary of the Approved Society (established by the company in 1912 under the Health Insurance Acts) as administrator and chairman.

The 1,000 workers who had been laid off were given supplementary benefit for the period of their unemployment from the fund thus collected. In each case the circumstances and responsibilities of the worker were taken into account as well as his various sources of income. The amount of benefit given was the difference between the unemployed worker's income from all sources and 75 per cent. of his normal wage.

A considerable amount of money had been collected for the fund, but unemployment became so widespread that it was soon exhausted. A further appeal on the same principle was made in May 1921, the Company contributing an amount equal to 50 per cent. of the sum collected; and again in November 1921, the Company on this occasion contributing at the rate of 100 per cent. For a time no further appeal was made, although unemployment was occasionally severe. The Company came to the aid of the fund and maintained its solvency up to 30 June 1922. Further appeals were made in July 1922 and July 1923 and contributions were made to the fund by both Company and workers.

The distinguishing characteristic of the fund is thus its informality. No attempt is made to build up a reserve, and complete reliance is placed on the response to occasional appeals for contributions.

Benefits Payable.

The rate of benefit originally provided for was the difference between an unemployed worker's income from all sources and 75 per cent. of his normal average wage.

The present weekly rates of benefit are as follows:

| Category | For workers partially unemployed | For workers wholly unemployed |
|---------------------------------|--|----------------------------------|
| | s. d. | s. d. |
| Single men | 6 6 | 7 6 |
| Single girls | 5 0 | 6 0 |
| Married men | 6 6 | 7 6 |
| Wife of married worker | 4 0 | 5 0 |
| Each child of 14 years or under | 2 0 | 3 0 |

Where the payment of benefit at these rates would bring the unemployed worker's total income from all sources up to a figure in excess of 75 per cent. of his normal wage, the rates may be reduced to ensure that the total income does not exceed that proportion.

Record of the Fund.

During the 18 months ended 30 June 1922 over 25 per cent. of the Nottingham factory staff received assistance under the scheme, and

by 17 July 1923 nearly £4,000 had been paid out in benefits to 1,823 claimants. From 1923 on there was practically no unemployment among the company's workers and in January 1929 there was a balance of £400 in the fund.

The scheme is considered definitely to have proved its usefulness, and its administrators state, with regard to the informality which is its chief characteristic, that they are confident that the good will of the workers in the organisation is such that they could collect an adequate fund at any time when need arose merely by making an appeal to workers and management.

(c) **The House of Dickinson.** (Manufacturers of Stationery and Other Paper Products.)

This company, which is stated to be the second largest manufacturer of envelopes in the world, has four mills in Hertfordshire employing about 6,500 persons, of whom about 5,000 are craft workers and 1,500 staff workers and managers. The company manufactures a wide variety of products and consequently has little difficulty with seasonal variations in demand.

Wages paid by the company are high and various liberal policies are followed, including the provision of medical and dental service, pensions, full wages during sickness, vacations with pay, and assistance in home ownership. Behind and supporting these policies is a stock-ownership scheme to which all workers are eligible, "a very definitely planned and carefully fostered spirit of fellowship between all grades of workers, and a keen sense of stewardship on the part of the management".

No trade unionists are employed by the firm. Before the general strike of 1926 the company had belonged to an employers' organisation and workers had been encouraged to join a trade union. After the general strike the company and the workers decided to discontinue their connection with both employers' organisations and trade unions and to organise the Union of the House of Dickinson, consisting of craft workers, staff and directors. The Union proceeded to inaugurate various policies, among which was the additional unemployment benefit scheme.

This scheme, which was established in 1927, covers all craft workers other than those who have been with the company less than six months. As the labour turnover is negligible very few workers belong to the latter group. Selection of workers is exercised with care through close touch with neighbouring schools.

The Unemployment Fund.

The fund out of which additional unemployment benefits are paid is constituted by contributions of $\frac{1}{2}$ d. per week per worker. No contributions are made by the company to the fund.

The administration of the scheme is in the hands of a committee of management, which is elected once every three years and consists of representatives of directors, managers, general operatives, foremen, engineers, printers and salesmen.

Benefits Payable.

Any worker who has been with the company for at least six months, and is unemployed for a period of one full week or longer, may receive additional unemployment benefits from the fund. The weekly rates of benefit payable are as follows :

| Category | 1st 6 weeks | 2nd 6 weeks |
|----------------------------------|-------------|-------------|
| | s. d. | s. d. |
| Men aged 18 and over | 20 0 | 10 0 |
| Youths under 18 | 10 0 | 5 0 |
| Women and girls aged 18 and over | 10 0 | 5 0 |
| Girls under 18 | 5 0 | 2 6 |

A worker may not draw full benefit for more than six weeks or half benefit for more than six weeks in any period of 52 weeks.

During total unemployment immediately following upon dismissal a person may draw unemployment benefit for a maximum of 12 weeks. Every effort is made, however, by the Union to place dismissed workers in other employment. It is stated that dismissals are rare on account of the strong sense of responsibility which impels the company to explore every avenue of work rather than dismiss its workers.

Record of the Fund.

Up to 10 November 1928 additional unemployment benefits amounting to a total sum of £997 had been paid out of the fund.

C. EMPLOYMENT GUARANTEE SCHEMES

(a) **Imperial Chemical Industries, Ltd.**

Imperial Chemical Industries, Ltd., operate 120 plants in England, Scotland and Wales, and employ approximately 55,000 workers, of whom about 7,000 are covered by a "staff" or guarantee of employment scheme.

This scheme, which dates from 1 June 1928, was introduced with the object of raising the status of manual workers and removing the fear of insecurity of income from workers who were of value to the organisation by reason of their skill and length of service.

All workers who have completed five years' continuous service with the organisation, or with any of its constituent firms, and who are 26 years of age or over, are eligible for promotion to the staff. Promotion to this grade is made at the discretion of the management of the works in which the worker is employed, and any worker on the staff grade may be removed from this grade after one month's notice given either by himself or by the firm.

Staff grade workers employed on time work are paid a weekly wage (based on the normal working week of 47 hours), to which is added any production bonus or other special payment to which they are entitled. All other regular bonuses are merged in the staff wage. Staff grade workers employed on piece work or on any other system of payment by results are guaranteed for a full week's work a staff wage based on average weekly earnings during a period determined on as equitable.

All staff grade workers are paid their staff wage for any week during the whole or part of which employment is not available for them at their usual job; provided that they are not offered alternative work. If they are given such alternative employment they are regarded as temporarily transferred and the wage is reviewed by the management with due regard to the circumstances of the transfer.

If a staff grade piece worker for whom a full week's work at his regular job cannot be found is required to work as a time worker for the remainder of the week his staff wage for that week is determined by the management. If, on the other hand, he is sent home, his earnings for the days he has worked, if less than his normal staff wage, are made up to that amount.

All staff workers receive their staff wage (less State insurance benefit) for absence due to sickness up to a maximum of six weeks in any period of 12 months, provided they submit an approved certificate weekly during their absence.

Workers of the staff grade receive a month's notice of suspension or termination of employment, and similarly are expected to give a month's notice if they wish to leave.

The management expresses great satisfaction with the scheme, stating that workers promoted to the staff grade feel themselves to be integral parts of the organisation.

(b) **Morland and Impey, Ltd., Birmingham.** (Manufacturers of Loose-leaf Books.)

Morland and Impey, Ltd., employ about 540 workers, of whom about 260 office and staff workers are paid normally on a salary basis. The remaining 280 works employees are covered by an employment guarantee plan. The factory is a recognised "union shop", no discrimination being made against trade union members.

The employment guarantee scheme, which was adopted in July 1924, and applies to all works employees irrespective of age, sex or length of service, ensures that average weekly wages shall not fall below the trade union rate for 40 hours.

The calculation of the average rate of wages earned by each manual worker is made once in every three months and, if the average does not reach the standard minimum of 40 hours' pay at the trade union rate, the company makes up the difference. Time lost by reason of lockouts, strikes, illness, holidays, fire or flood is not considered as short time. Any family bonus payments or unemployment benefits

which the worker may receive are taken into consideration in the calculation of his average earnings.

During the first half-year in which it was in operation nothing was paid out under the scheme. During the quarter ended 31 October 1925 short time was recorded to the extent of 1,368 hours and cost the firm £67 10s. 5d. ; this amount was shared among 30 workers.

The scheme was suspended during the general strike from 3 May 1926 to 17 March 1927, when it was reinstated. From then until the end of 1928 no payments were made under the scheme, as employment was regular and continuous.

(c) **John Mackintosh and Sons, Ltd., Halifax.** (Manufacturers of Toffee.)

Since 1922 John Mackintosh and Sons, Ltd., have guaranteed a minimum weekly income of not less than half their normal rate of pay to all workers who have completed five years' service.

Half the normal rate of wages is thus payable during short time and holidays. Short time is usually worked during the last two weeks in December and the first three weeks in January.

The total number of workers employed by the company is approximately 1,000, of whom 900 have completed five years' service and in consequence are covered by the guaranteed income scheme.

No information is available with regard to amounts which have been paid out under the scheme.

(d) **Needler's, Ltd., Hull.** (Manufacturers of Chocolate and Candy.)

Needler's, Ltd., as has been mentioned in a previous section of this article (p. 371), guarantee continuous employment to workers who, in recognition of long service with the company, are promoted to the staff.

Men who have served 12 years and women who have served 20 years are given the option of becoming members of the staff and thus securing a guarantee of continuous employment.

III

GENERAL SURVEY

It is clear, from the preceding analysis, that the various schemes which have been established by employers for the provision of additional unemployment benefits differ widely among themselves. The motives which have prompted their institution and the ends which they are designed to serve are in most cases substantially the same ; but the methods followed

have naturally varied in different industries and under different circumstances. It is of some interest, therefore, to draw attention to the main points of similarity and difference, and, in particular, to those which concern the financial resources and degree of permanence of the schemes, the methods of administration, the conditions of membership, and the rates and duration of benefits.

Financial Organisation and Degree of Permanence

With regard to the financial resources of the various schemes it may be noted, in the first place, that the employment guarantee plans (Imperial Chemical Industries, Morland and Impey, John Mackintosh and Sons, and Needler's) make no provision for the accumulation of special funds: in each case the cost of the scheme is charged as a payroll expense. The same is true of the Fry, Robinson, and Lever Brothers schemes, and of the informal arrangement between the Bradford Dyers' Association and the trade unions. In none of these cases is there any contractual obligation, on the part of the employer, which could prevent him from discontinuing the scheme without notice. In practice, however, the absence of any such legal obligation would seem to be of less importance than might at first appear, at any rate so long as the expense involved constitutes no great burden on the employer: schemes of this kind, once established, are not likely to be abruptly discontinued, if only for the reason that such action would arouse feelings of insecurity and intense dissatisfaction of the very kind which they are designed to remove. From the point of view of the worker the presence or absence of any specially constituted fund or of any legal obligation to pay benefits is of less importance as a guarantee of the security of a scheme than is the general attitude and dependability of the employer.

A substantial unemployment fund is, however, a tangible guarantee both of good faith on the part of the employer and of the financial soundness of a scheme.¹ It may even be of some

¹ Of some interest as an indication of recent employer and trade union opinion is a passage in the Report on Unemployment adopted on 12 March 1929 by the Joint Conference on Industrial Reorganisation and Industrial Relations (the Melchett-Turner Conference). The Conference recommended that "all firms, or, in appropriate cases, the industries to which such considerations are applicable, should set up a reserve fund, to be set aside from profits, for the purpose of assisting displaced workers, such funds to be invested outside the business and vested in independent trustees." (*Joint Interim Report on Unemployment*, p. 14.)

value as an assurance that benefits will still be paid, at any rate for a short time, even if the employer should go out of business altogether. The existence of more or less substantial unemployment funds in the case of eight of the schemes outlined above is, therefore, a matter of some importance. For the same reason it is important to note that in the case of three of the schemes (the Match Industry, Rowntree, and Redpath Brown) three months' notice must be given before they can be discontinued; in the case of one (Cadbury) six months' notice is necessary, and in another (Needler's) the period specified is one year.

There is, in the second place, a considerable variety of practice in the method of sharing the cost of the schemes. In the case of the employment guarantee plans, as has been noted above, the expense involved is borne entirely by the employer and is presumably included in the ordinary cost of production of the articles which he manufactures. The same is true of the additional benefit schemes maintained by the Match Industry, Rowntree and Company, Fry, Robinson, and Lever Brothers and the associated companies. In four of the other schemes (Needler's, Jones, Redpath Brown, and Boots), and in the informal arrangement existing in the Bradford Dyeing Industry, the cost of providing additional benefits is partly borne by the workers concerned. The financial basis of these schemes, therefore, resembles more closely that of the national system of unemployment insurance. In the case of one scheme, that of the House of Dickinson, the entire cost is borne by the workers themselves.

Methods of Administration

Methods of administration also differ considerably. In the case of the employment guarantee plans, and in the Fry, Robinson and Lever schemes, the administration is entirely in the hands of the company, and no machinery exists for the regular consultation of the workers or their representatives on matters connected with the schemes. In seven schemes (the Match Industry, Rowntree, Cadbury, Needler's, Redpath Brown, Boots, Dickinson), the administration is either wholly in the hands of joint committees of employers' and workers' representatives, or else provision is made for the reference to such committees of all matters in dispute, including questions relating to the dismissal of workers.

Membership and Eligibility for Benefits

The provisions governing the membership of the schemes and the eligibility of unemployed workers for additional benefits also show a wide variation. As a rule only manual workers are covered by the schemes, clerical workers, paid on a salary basis, being presumably less liable to unemployment. In several cases membership is limited to workers of a certain age or length of service. In the additional benefit schemes the minimum age for eligibility to benefits varies from 16½ years (Needler's) to 21 years (Redpath Brown), and the minimum length of service from six months (the Match Industry and Rowntree) to four years (Lever Brothers). Six of the schemes, however, include all workers, irrespective of age or length of service (Cadbury, Fry, Robinson, Jones (apprentices excluded), Boots, and Dickinson). Of the employment guarantee schemes, that of Morland and Impey, which provides for a guaranteed minimum wage, is the only one to include all the workers employed by the company. Imperial Chemical Industries and John Mackintosh and Sons require a minimum of five years' service, and Needler's a minimum of twelve years. In two of the additional benefit schemes (the Match Industry and Rowntree and Company) the regular payment of a stipulated sum to a trade union or an approved society of workers is a condition of membership and of the receipt of benefit. Several schemes in which the workers contribute to the unemployment fund require a minimum number of weekly contributions before benefit can be drawn.

Types and Rates of Benefit Paid

The payment of additional benefits is by no means confined, as might at first be expected, to those workers who, being only temporarily laid off, will return to the service of the company which pays the benefits. In all the additional benefit schemes, with the exception of the Robinson scheme, "dismissal benefits" are payable, for a period varying from 5 weeks (Needler's) to 39 weeks (Fry).¹ The benefits correspond to what are known in the United States as "discharge or dismissal bonuses", but in general

¹ The number of firms which pay *lump sum dismissal allowances* to workers is no doubt much greater than the number, listed above, of those which have established regular additional unemployment benefit schemes. Among firms paying dismissal allowances to workers who are laid off because of lack of work (due to rationalisation or other causes beyond their control) are the Anglo-American Oil Company, Ltd., the English Margarine Works, Ltd., and J. Bibby and Sons, Ltd.

they cover a far longer period than does any such bonus in the United States. An interesting variant of the dismissal benefit, developed to meet the needs of a particular situation, is the offer made by Cadbury's in the latter part of 1928 to give workers discharged as a result of reorganisation in their factory a lump sum in place of (and equal to) the total weekly dismissal benefits to which they would have been entitled under the unemployment scheme. The purpose of the arrangement was to enable redundant workers to migrate either to another district or to another country, or to set up in business on their own account. Similar provision is made under the Rowntree scheme, discharged workers being able to draw in a lump sum 75 per cent. of the total unemployment benefit to which they would normally be entitled in the form of weekly payments, together with a "leaving gratuity" proportional to their length of service.¹

Short-time benefits are payable under almost all of the schemes. In the Cadbury, Fry, Needler's, and Rowntree schemes standard minimum rates of wages are paid in the case of all stoppages, however short, which are due to heat or break-down of machinery. In addition, the unemployment scheme provides for the payment of short-time benefits whenever short time is worked to the extent of more than four hours per week. Under the Lever scheme a worker who is on short time to the extent of four and a half hours or more in any week is paid for the full week less four and a half hours. The Redpath Brown scheme provides for the payment of benefit when short time over a period of not more than five weeks amounts to an average of at least ten per cent. of normal working hours.

¹ Cf. p. 358 above. During the latter part of 1928 Messrs. Rowntree and Company found that because of the introduction of modern machinery it would be necessary to dispense with about 120 workers. The firm offered to subsidise the wages of those men to the extent of £2 per week for one year if they should be given reasonably permanent employment by other firms at a minimum wage of 55s. per week. It was recognised that it would be difficult for men between 55 and 65 years of age to secure other work. Those over 60 years of age who were members of the firm's pension fund were granted the pension they would have received had they remained with the firm until the normal retiring age of 65. Those between the ages of 55 and 60 received a pension of 25s. per week in the case of married men and 20s. per week in the case of single men. This accounted for 40 per cent. of the surplus labour. Of the remainder, 24 were transferred to other trades and without exception all are making good. Moreover, 33 men have been set up on their own account with a capital of at least £104 each. They have been given technical advice and instruction, and only 2 of them have failed.

Of the 24 who were found work with other firms, 11 men have been employed by a new industry which has been started in Welwyn Garden City, where there was not a sufficient supply of local labour. It is said that the employment of unsubsidised labour would have seriously crippled this new enterprise.

The rates of additional benefit paid are in most cases generous. Care is taken, however, to ensure that the total receipts of the unemployed worker from State benefits and additional benefits do not exceed his normal wage or a certain proportion of it. Cadbury's, for example, pay an unemployed man over 21 a benefit of 25s. for himself and his wife in addition to the 24s. which he draws from the State Unemployment Insurance Fund, making a total of 49s. per week; and other workers are paid on a corresponding scale. But it is stipulated that the combined receipts of the unemployed worker must not exceed (a) 80 per cent. of his average weekly earnings prior to short time, or (b) the current standard rate for general labour at the factory or in the worker's department, whichever, (a) or (b), is the higher. This rule, it may be noted, is in conformity with the general principle enunciated in a memorandum submitted to the Blanesburgh Committee in 1926 by the British Chambers of Commerce: "In the case of short time workers, benefit should only be payable in proportion to the difference between normal and actual wages, and in no case should wages and unemployment benefit combined place the recipient *in so favourable a position as the independent workman of the lowest class.*"¹ Rowntree's, again, provide that the unemployed worker may not receive more than 75 per cent. of his normal earnings, or £5 per week, whichever sum is the smaller. Similarly, the Boots scheme provides for a maximum of 75 per cent., and the Robinson scheme seven-eighths, of the workers' normal wage. The Match Industry and Redpath, Brown and Company merely stipulate that the worker's income from all sources when unemployed must not exceed his normal wage. In some cases a flat rate of benefit is paid, but in most of the schemes either the short-time or the dismissal benefits, or both, are proportional to the worker's normal earnings. In addition, special allowances are made to men with wives and children to support. The rates for women and minors are in most cases lower than those for men.

Length of Benefit Period

The rate of benefit and the length of the benefit period are to some extent dependent upon one another. In one firm (Needler's) the highly skilled workers, being able in case of

¹ GREAT BRITAIN: UNEMPLOYMENT INSURANCE COMMITTEE (BLANESBURGH COMMITTEE): *Report*, Vol. II, p. 129. 1927.

dismissal to find employment elsewhere with a minimum of delay, prefer a high rate of benefit for 5 weeks rather than a lower rate for a longer period. The rate of additional benefit paid is such as to give them a total weekly income (State insurance benefit included) almost equal to their normal time-rate wage. In most of the schemes, however, rates of benefit are lower, and the length of the benefit is from 12 to 26 weeks. In one case (Rowntree's) the right to additional benefit expires with the right to State benefit; in another (Fry's) the period is 39 weeks; and in another (Jones') there is no limit to the period, benefits being payable so long as there is any money in the fund.

Relations with Trade Unions

Only two of the schemes which have been studied (the Match Industry and Bradford Dyeing Industry schemes) involve direct co-operation with the trade unions to which the workers included in them belong. The Rowntree scheme implies a friendly co-operation with the trade unions, though it cannot technically be called a collaborative scheme. In all but one of the others the workers are free to belong to trade unions if they so desire. The exception is the Union of the House of Dickinson, no member of which may belong to a trade union. Orthodox trade union opinion does not regard with favour any but the schemes based on co-operation and collaboration with the unions; the other plans, weighed by this opinion, tend to weld too closely the interests of the worker with those of his particular firm or employer.

IV

CONCLUSIONS

Although a considerable variety of industries is represented in the list of additional benefit schemes¹, the actual number of workers covered can scarcely be more than fifty or sixty thousand

¹ The industries represented include dyeing, chocolates and confectionery, stationery and paper products, soap, steel, and drugs and chemical products. It may be noted that these industries, except certain chemicals, do not belong to the "safeguarded" group. In several of them, however, the percentage of workers unemployed has been lower during recent years than the general average for all industries. It would, of course, be a mistake to regard this fact as evidence in favour of a presumption (which may be justified on other grounds) that schemes of this kind are more likely to emerge in industries which enjoy a low rate of unemployment. The schemes which have been outlined above are evidence not of the excep-

—a number which may seem insignificant by comparison with the twelve millions covered by the national unemployment insurance scheme. Additional benefit schemes are, however, a new development¹, and their significance is not to be measured, at this stage, by any such numerical ratio. Their chief importance, as was indicated at the outset of this article, lies in the solution they offer to one of the most difficult problems of unemployment insurance—the problem of raising the skilled worker's benefit to what might be termed an "efficiency level". The evident need for some such arrangement, and the attractiveness of a solution furnished spontaneously by industry itself, lend special interest to an examination of the possibility of the wider adoption of schemes of this kind.

Before proceeding, however, to such an examination, it may be noted that the schemes which have been studied are of interest, in addition, for the light they throw on certain aspects of unemployment insurance which, in Great Britain as in other countries, are periodically the subject of discussion and criticism. By the very fact of their existence they answer the objection that any national system of compulsory insurance must necessarily stifle initiative and deprive those engaged in industry of all opportunity to experiment in a field where they are particularly qualified. Such an objection, were it supported by the facts, would be a serious one, for in dealing with a problem so complex as the relief of unemployment, variety of approach and freedom of adaptation to the special circumstances of particular groups are likely to prove more fruitful than any hasty legislation or excessive "regimentation". The development of additional benefit schemes is, however, proof that, in Great Britain at least, the objection is without foundation. The State scheme is designed to afford merely a necessary minimum standard of protection against the hazards of unemployment.² More than

tional capacity of certain industries to pay additional benefits, but of the initiative and far-sightedness of certain employers. It is significant that, without exception, the firms which provide for additional unemployment benefits pay wages higher than the average in their industries, and have correspondingly favourable conditions as regards hours, vacations with pay, medical services, supplementary health and old-age benefits, and working conditions in general.

¹ All the schemes, with the exception of that in operation in the Bradford Dyeing Industry, have been established within the past decade.

² It is perhaps worth pointing out that the provision of such a National Minimum has nothing to do with the controversy between Individualism and Socialism. "It concerns only the foundation of the social order, compatible with any form of superstructure." (S. and B. WEBB: *English Poor Law History*. Part II: *The Last Hundred Years*, pp. 633-634. London, Longmans, Green and Company, 1929.)

this the State does not at present attempt to do. Where individual firms or industries, or groups of workers or employers, wish to establish higher standards, or institute supplementary schemes designed to supply their own special needs, they are free to take such steps as they think fit. The State raises no obstacles and is even prepared, in certain directions, to assist. The number of cases in which special schemes have been successfully instituted is proof at once of the readiness of progressive employers to take the initiative in this direction, and of the desirability of leaving them, as the British unemployment insurance system has in fact left them, the freedom to do so.

The experience of additional benefit schemes throws some light also on the contention that the prevention of unemployment, as distinct from its relief, is a matter for the individual firm, and that unemployment insurance would be entirely unnecessary if employers would only concentrate on the stabilisation of their working force. The argument, as any economist is aware, will not bear examination, since it fails to recognise that the causes of fluctuations in demand and, more generally, the forces which bring about the growth and decay of individual businesses are seldom within the employer's knowledge or control. But it is of some interest to have a practical demonstration of its inadequacy. A number of the most progressive firms, in which management has reached a high degree of efficiency and every attempt is made to forecast changing demand and avoid wasteful fluctuations in activity, have found it desirable to establish supplementary unemployment benefit schemes. The fact is evidence that they, at least, have been brought to recognise that, under present conditions, complete stability of employment within the individual firm is scarcely possible of attainment. At the same time, however, it is clear that these firms have been able to reduce greatly the extent of such fluctuations in the size of their working force as are due to seasonal and other predictable changes in consumer demand. It is, in fact, their success in this direction which has made possible the payment of substantial additional benefits to the fraction of their workers whose employment has not been completely stabilised.

The substantial nature of the benefits paid by the majority of the schemes is, in itself, a matter of considerable interest. In several cases the aim is to ensure that the worker when unemployed shall enjoy an income almost as great as he can earn

while at work. There is a notable difference between this and the attitude of critics who condemn the low rate of benefit provided by the State scheme as a "dole" which is excessive in amount and demoralising in effect. The difference is due in part, no doubt, to a realisation that it is the unemployment, and not the "dole", which tends to demoralise; and in part to a recognition that it is definitely a paying proposition to remove all fear of unemployment from the worker's mind and ensure him the means of maintaining his normal standard of living and efficiency during periods of temporary shortage of work.

The additional benefit schemes are chiefly important, however, as a device, capable of more extensive application, for paying the deserving—and, in particular, the skilled worker—more adequate benefits without paying the undeserving too much. The inability of the national system of compulsory flat-rate insurance to provide the unemployed skilled worker with an income sufficient to maintain his standard of living must, it is clear, be recognised as a serious defect. In the interest of the community, no less than of industry itself, some machinery must be devised to eliminate the waste of human capital thus involved. There is little hope that such machinery could be successfully incorporated within the framework of the national system: departure from the flat rate of benefits would increase to an altogether undesirable extent the complexity and expense of administration. The additional benefit scheme seems, however, to offer a ready solution of the problem. Groups of workers and employers who are in a position to do so may combine to supplement the State minimum. Administration by men in close touch with the claimants to benefit may be relied on to provide an effective check on malingering and, in addition, to facilitate the variation of contributions and benefits in accordance with earnings and needs. In those industries and trades which enjoy a low rate of unemployment, relatively small contributions would enable generous supplementary benefits to be paid; and even in those where unemployment is relatively severe, the level of contributions required to build up adequate funds would scarcely be beyond the means of the more highly paid workers and their employers.

If additional unemployment schemes are to form such a second line of defence against the consequences of unemploy-

ment, they must be built on a secure foundation of good will and financial strength. Good will and the mutual confidence of employers and workers are obviously indispensable to success. In this respect most of the schemes which have been studied leave little to be desired. One problem, however, calls for further consideration, namely, the attitude of organised labour. The schemes not based on employer-trade-union collaboration are not, with one or two exceptions, opposed by organised labour, but neither can they be said to have won its approval. The schemes based on definite trade-union-employer collaboration, on the other hand, have not only won the whole-hearted approval of the trade unions, but they furnish a practical and tangible means of rendering such collaboration effective and constructive.

Granted a satisfactory solution of this problem, the fact that additional benefit schemes are likely to be, within limits, a paying proposition, and the clear need for them which at present exists, give some reason to expect that their number will increase. Once they are definitely out of the experimental stage, and have developed a sound technique of organisation and administration, it may prove to be both feasible and desirable for the State to encourage their wider adoption.

Of more immediate interest, however, is a consideration of the financial organisation of the additional benefit schemes, with some reference to the capacity of industry to bear the expense involved. On this question the paucity of experience precludes the drawing of any very definite conclusions. But it may be suggested that the adequate fulfilment of the function of such schemes is likely to be dependent on the establishment of more substantial unemployment funds than are to be found in most of the examples which have been studied. It is as important as it is difficult to build up in times of prosperity reserve funds sufficiently great to provide for the unemployment which may be expected in times of depression. Most of the difficulties of the British unemployment insurance scheme may be traced to the fact that its wholesale extension in 1920 came at a time when unemployment was already general and the workers newly covered by it had no chance of amassing a reserve of contributions sufficient to give them a legitimate claim to benefit. It can hardly be doubted that the success of company and association schemes designed to provide additional benefits is likely to depend in the long run on the size of the funds which they can amass as a reserve against bad trade and

severe unemployment.¹ Regarded from this point of view, the schemes in which the cost of additional benefits is "charged to expenses" may seem somewhat precarious; their effectiveness would appear to be rather in their stimulus to employment stabilisation than in their guarantee of unemployment benefits.

It is possible that the main utility of such schemes will always be confined to the provision of benefits for workers who are only *temporarily laid off*. Few firms will be prepared—few, indeed, will be able—during a period of depression and financial stringency, to continue for any length of time the payment of benefits to discharged workers for whom there is no prospect of re-engagement. The constitution of adequate unemployment funds, "invested outside the business and vested in independent trustees"², may, it is true, offer a way out of the difficulty which would be within the means of a minority of financially strong firms. A system of reinsurance, or pooling of separate funds, might even be devised to meet the case of some of the weaker firms. The difficulty may, moreover, be less serious than would at first appear, since the firms which establish such schemes will have a strong financial inducement to stabilise their working force, and to the extent that their efforts in this direction are successful, the burden of unemployment benefits will be reduced. For those firms, however, whose efforts to stabilise are defeated by the factors beyond their control, payment of benefits to dismissed workers during periods of depression will continue to be fraught with difficulty, and the constitution of adequate reserve funds to be a solution which, though attractive in theory, is by no means easy of adoption.

The full advantages of additional benefit schemes may not, then, be capable of realisation over the whole field of industry. They may, indeed, be within the grasp only of that minority of firms in which financial strength is combined with the leadership of men of outstanding ability and progressive ideas. But a more limited range of advantages, including the provision of benefits for workers temporarily laid off or on short time, could undoubtedly be secured by a relatively large proportion of well managed businesses. To the community as a whole, no less than

¹ American experience lends confirmation to this view. See, for example, "American Experiments with Unemployment Insurance", by Bryce M. STEWART, in *The Survey* (New York), 1 April 1929.

² Cf. footnote (1), page 383 above.

to those directly engaged in industry, the gains from even such a limited application of the plan would be well-nigh incalculable. An experiment which suggests the possibility of such gains is clearly worthy of the closest study, and both employers and workers will find much that is significant in the experience of those pioneers whose schemes have been analysed above. At a time when the possibilities of industrial co-operation are being so eagerly explored, the success of their efforts would seem to point the way to a particularly promising field for the application of this principle.

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REPORTS AND ENQUIRIES

The Family Allowance System : A Survey of Recent Developments

In the years immediately after the war the family allowance system received considerable application and attracted wide attention, especially in European countries. Subsequently, although the system declined in importance in a number of countries as economic conditions became more stable, it has continued to develop in others, and is still widely discussed. There is therefore interest in giving a sketch of recent developments, and the present article brings up to date the information previously published by the Office.¹

The family allowance system was regarded in some countries merely as a temporary expedient to prevent serious privation among workers' families during the period of economic difficulty in the early post-war years. In certain countries, particularly the Scandinavian countries, the system was almost completely abandoned when more stable economic conditions were restored. In many of the Central European countries the system declined in importance when conditions became more stable, but has yet been retained and is of importance in certain branches, chief among which are the civil service and coal mining. In France and Belgium, on the other hand, the system has continued to develop steadily during recent years.

Outside Continental Europe, the principle has been widely discussed in Great Britain, without, however, receiving any important application, except in the form of various social services. In Australia and New Zealand also the family allowance principle has been widely discussed, and has received application for certain classes of workers in New Zealand, in the State of New South Wales, and also for officials of the Commonwealth of Australia.

The present article gives a description in some detail of recent developments in France and Belgium. For these countries also certain data are given as to the effects of the system on the birth rate and infant mortality ; such data are available only for these two countries. An account is given of the position in Germany, Poland and Czecho-

¹ The subject of family allowances was first examined in detail by the International Labour Office in *Family Allowances : The Remuneration of Labour according to Need*; Studies and Reports, Series D (Wages and Hours), No. 13; Geneva, 1924. A summary of this study was published in the *International Labour Review*, Vol. X, No. 3, Sept. 1924, pp. 470-485. Several other articles dealing with special aspects of the subject were published in the *International Labour Review* about the same time. More recently the Office has collaborated in the study of the system with the League of Nations Advisory Commission for the Protection and Welfare of Children and Young People. Reports prepared by the Office were submitted to the Commission at its meetings in 1926, 1927, and 1928.

slovakia. For other European countries notes are given, particularly for the coal-mining industry. Outside Europe, an outline is given of recent developments in Australia and New Zealand.

The article is limited to a survey of the position in those countries in which a system has developed of regular weekly or monthly money payments varying according to size of family, to supplement the worker's wage. It should be remembered, however, that in other countries the family allowance principle receives some application, for example, in the form of birth allowances, free medical care for children, subsidised housing, remission of income tax, free education, and other advantages for families.

France

The number of workers in France employed in establishments or services which pay family allowances in money is approximately 4 millions, and the annual amount paid in family allowances is about 1½ milliards of francs. The system represented by these totals includes private employers whose workers receive allowances through the intermediary of equalisation funds, private employers who pay allowances directly to their workers, and the public services which also pay the allowances directly.

DEVELOPMENT OF THE SYSTEM

The system began to develop towards the end of the war. It has constantly advanced since and its steady extension has naturally given rise to a movement aiming at its general application by the imposition of a legal obligation on all employers to pay family allowances to married workers with dependent children.

The system has gained ground in private industry owing mainly to the initiative of the employers, the movement being centralised and co-ordinated by the creation of the Central Committee on Family Allowances.

The development of the equalisation fund system is shown by the following figures¹:

| Year | Affiliated funds | Establishments covered | Workers covered | Total annual amount paid in family allowances |
|------|------------------|------------------------|-----------------|---|
| 1919 | 6 | 230 | 50,000 | Frs. 4,000,000 |
| 1925 | 176 | 11,200 | 1,210,000 | 160,000,000 |
| 1928 | 218 | 20,000 | 1,520,000 | 260,000,000 |
| 1929 | 229 | 25,000 | 1,740,000 | 292,000,000 |

¹ *Chambre des Députés, 1929, Annexe au Procès-Verbal de la Deuxième Séance du 25 juillet 1929, No. 2171, pp. 2 et seq. IX^e CONGRÈS NATIONAL DES ALLOCATIONS FAMILIALES : Compte rendu, Tours, 28-31 mai 1929.*

The average monthly rates of allowances paid in 1925, 1926, and 1929 by a number of the large funds were as follows :

| Number of children in family | Average monthly allowance | | |
|---------------------------------|---------------------------|------|------|
| | 1925 | 1926 | 1929 |
| | Frs. | Frs. | Frs. |
| 1 | 19 | 25 | 28 |
| 2 | 48 | 63 | 67 |
| 3 | 90 | 109 | 116 |
| 4 | 140 | 173 | 182 |
| 5 | 194 | 240 | 255 |
| 6 | 256 | 318 | 328 |

In addition, many funds pay birth and nursing allowances. The work of the funds is not, however, confined to the payment of money allowances. The social services instituted by the funds have been more and more developed and include the employment of visiting nurses, medical advice to mothers before and after childbirth, medical inspection, dispensaries, holiday colonies, rest homes, artificial sun-baths, etc.

In recent years, the funds have begun to take an interest in housing by facilitating the application of the Cheap Housing Acts. ¹ The report of the Ninth Family Allowance Congress, 1929, discusses at length the possibilities for the equalisation funds to intervene in this matter. The Congress, considering that the housing crisis had not yet been solved by the funds and that it is particularly difficult for heads of families to take advantage of the facilities offered by the Loucheur Act, expressed the wish that the funds should seek to aid their beneficiaries in the application of the Cheap Housing Acts. This could be done either by affording financial aid for building houses or by bearing part of the new charges incumbent on house owners by means of special allowances.

The Ninth Congress further considered the position of the funds in view of the new social insurance legislation. ² The Congress came to the conclusion that the social work of the funds would in no way

¹ The fund of the Employers' Association of the Textile Industry in Elbeuf and Louviers grants an annual subsidy to the Society for Hygienic Housing. The Fund of the Building Industry and Public Works of Paris has taken part in the constitution of a cheap housing society in order to facilitate for its beneficiaries the use of the advantages offered by the Loucheur Act (cf. pp. 67 and 69 of the Report of the Ninth Congress cited above).

² Paper by Mr. A. BERNARD, General Director of the Family Allowance Fund of Lyons and District, Report of the Ninth Congress, pp. 45 *et seq.*

be superseded by the application of the provisions of the new insurance laws. It was, for instance, noted that the social insurance law granted nursing allowances and birth allowances only to female workers, while at least two-thirds of all mothers were workers' wives not in employment. Also, sickness insurance benefits for children would not replace the work of visiting nurses, medical advice, institutions for preventive treatment, etc., although care would be necessary to prevent overlapping between the services of the social insurance institutions and those of the funds.

Outside the equalisation funds the system of family allowances has been adopted by individual establishments in a number of industries. Chief among these are large undertakings such as the railway and coal-mining companies.

In coal mining, the system is based on collective agreements. The allowances paid in most regions are 1 franc for the first child, 1.50 francs for the second child, and 2 francs for the third child. In the mines of the Saar and the Moselle district, 1 franc is paid to a married worker, 1.25 francs for the first child, 1.50 francs for the second child, and 2 francs for the third child and for each subsequent child. For the whole of the mining districts in France the proportion of allowances in cash as compared with the total earnings of all workers was 3.1 per cent. in 1927.

State action with regard to family allowances showed an important development about the same time as the movement in private industry. A distinction must, however, be made between action by the State as an employer in paying family allowances to its workers and the legal action of the State in imposing on private employers the obligation to pay family allowances.

Certain ministries made payments of family allowances to various classes of their staff even before the war, but the general system for State servants was only introduced in 1917. Family allowances are granted to all the staffs of public administrative departments and services.

The annual allowances paid to State officials and employees according to the Act of 29 December 1929 are as follows :

| | Frs. |
|----------------------------------|-------|
| First child | 660 |
| Second child | 960 |
| Third child | 1,560 |
| Fourth and each subsequent child | 1,920 |

State contributions financed out of general revenue to supplement the incomes of persons with families, irrespective of their employment, in order to encourage and support large families have also been provided. State grants of this kind are paid under various Acts, for instance, participation in bonuses for children paid by the Departments and communes, assistance to women in childbirth (Acts of 17 June 1913 and 3 December 1917), national encouragement of large families Act of 22 July 1923), assistance for nursing mothers (Act of 24 October

1919), and so on. The total credits allocated by the State under these Acts for the years 1926-1929 are given in the following table :

CREDITS APPROPRIATED IN THE 1926, 1927, 1928, AND 1929 BUDGETS
FOR THE ASSISTANCE OF LARGE FAMILIES AND CHILD PRESERVATION

(In thousands of francs)

| Item | 1926 | 1927 | 1928 | 1929 |
|--|--------|---------|---------|---------|
| State share in child endowment bonuses granted by Departments and communes | 10,300 | 12,500 | 13,500 | 17,000 |
| National encouragement of large families (Act of 22 July 1923) | 12,591 | 108,000 | 120,000 | 132,000 |
| Assistance of women in childbirth | 10,300 | 10,300 | 10,500 | 10,500 |
| Assistance of mothers nursing their children | 29,800 | 32,000 | 32,000 | 32,000 |
| Grant to societies for assisting mothers and protecting early childhood | 5,050 | 5,500 | 5,500 | 7,500 |
| Assistance to large families and indigent widows | 75,000 | 25,000 | 16,000 | 8,000 |
| State share in expenditure on the assistance of children | 34,450 | 42,000 | 44,000 | 50,000 |

In the field of legislation affecting private employers the Act of 19 December 1922 and subsequent Decrees require contractors for public works and building on behalf of the State to pay family allowances to their workers by affiliating to an approved equalisation fund. Departments or municipalities may also require their contractors to pay family allowances. A Government draft Bill was tabled proposing to extend the system to all employers supplying the State or the Departments and municipalities with goods, on the grounds that the system had proved generally satisfactory and had not led to a rise in prices on the building and public works market.

As the voluntary system has extended its scope a movement for the general legal obligation to pay family allowances has gained ground. Several draft Bills with this object have been introduced into Parliament during recent years and have received considerable support.

Finally, the Government decided to take up the matter and a draft Bill prepared by the Minister of Labour was submitted to the Superior Family Allowance Commission set up by Decree of 26 January 1929.¹ The Bill was unanimously approved by the Commission, with one exception, concerning the inclusion of agriculture within the scope of the Act. The representative of the Ministry of Agriculture did not wish to include agriculture at once, although the representatives of the agricultural equalisation funds desired immediate inclusion. The Bill was finally modified so as to provide that the Act should not apply immediately to agriculture, but could be made applicable by administrative order fixing the conditions and dates of such application.

The provisions of the Bill may be examined in some detail, as they illustrate many points of interest in the development of the family allowance system in France.

The Bill proposes to require that employers in commerce, in industry properly so called, and in the liberal professions shall pay family allowances by affiliation to an approved equalisation fund. An employer who does not at any given time employ married workers must nevertheless be a member of and pay contributions to an equalisation fund. The Bill also provides that the minimum rates of allowances shall be determined by Decree of the Minister of Labour for each Department either for all industries or for separate industries.² They must be equal to the rates paid by the recognised equalisation fund of firms undertaking public works at the date when the Act comes into operation.³ The funds are at liberty to go beyond these rates. Also, the funds continue to be independent in respect of social work and special allowances such as birth and nursing bonuses, the organisation of visits by nurses, and so on.

The Bill further proposes that the number of daily allowances in any individual case may not be less than the number of days worked by the worker during a given period, and no deduction may be made for any reason except in case of fraud. As the report of the Govern-

¹ This Committee consists of representatives of the two Chambers, of the equalisation funds, and of establishments paying family allowances directly, as well as of representatives of the main public authorities giving out contracts for public works, and of workers' and employers' members of the Superior Labour Council.

² The Superior Family Allowance Commission is to be consulted before the rates as a whole are fixed or revised.

³ The Bill lays down the conditions of recognition. The maximum and minimum rates in force for family allowances to be paid by employers tendering for public contracts on 1 July 1929 were as follows :

| Size of family | Maximum | Minimum |
|---------------------------|---------|---------|
| | Frs. | Frs. |
| One child | 30 | 15 |
| Two children | 70 | 30 |
| Three children | 120 | 45 |
| Four children | 200 | 65 |
| More than four children : | | |
| for each subsequent child | 80 | 20 |

ment on the Bill states, the object of this provision is to prevent the practice of withdrawing the payment of allowances during a whole month if the worker is absent for some days only, as, for instance, in case of a strike. Payment is to be continued also in case of an industrial accident, even if the result is fatal.¹

Exemption from the obligation to join an equalisation fund may be granted only in exceptional cases. The Superior Family Allowance Commission considered that exemptions might be made to allow the continuation of existing arrangements by the railway companies, and mining and other large enterprises, or in case of practical impossibility of joining a fund. Apart from such cases, the Commission considered that even large establishments not having already introduced the family allowance system should not be allowed to escape affiliation to a fund and thus deprive the fund of the necessary financial support. State or other public establishments for which the family allowance system has already been introduced by law do not come within the scope of the proposed law. Penalties are provided for cases of contravention.

The new Bill, which is now before Parliament, may therefore be considered as the climax for the present of the development of the family allowance system in France, and it is drafted in conformity with the generally prevailing conception that allowances should be paid by the employer.

EFFECTS OF THE SYSTEM

The effects of the family allowance system in France may be illustrated to some extent by statistics compiled by the equalisation funds. These funds have naturally been interested in the effects of paying family allowances, and of the welfare work connected therewith, on the birth rate, infant mortality, and the general well-being of children, and have compiled statistics with a view to showing the results of the system. They recognise, however, that it is difficult to compile satisfactory statistics to show these results or to draw definite conclusions, as the statistics are affected by various factors, including changes in the families covered by the funds. Thus a disturbing factor is that establishments paying family allowances will naturally attract large families.

A report on the effects of the system was submitted by Colonel Guillermin, Director of the Lyons and District Family Allowance Fund, to the Family Allowance Congress in 1929; it was based on data for 142 funds with 1,237,581 workers; 123 of these funds gave comparable information, covering the three years 1926, 1927, and 1928. The data show that the proportion of heads of families to the total number of workers had grown from 25.22 per cent. in 1926 to 25.52

¹ This system is intended as a substitute for the practice of the courts to consider the allowance as part of the wage on the basis of which the pension in case of permanent incapacity by accident should be calculated. By this practice a temporary factor is introduced into the calculation of the invalidity pension.

per cent. in 1928. The number of children for approximately the same number of families rose from 410,677 in 1926 to 525,509 in 1928, the increase amounting to 27 per cent., as against an increase of 19 per cent. between 1924 and 1926.

The percentage distribution of families according to the number of children had also changed in favour of the larger families. The percentages for the three years 1926-1928 were as follows :

| Year | 1 child | 2 children | 3 children | 4 children | 5 or more children |
|------|---------|------------|------------|------------|--------------------|
| 1926 | 54.66 | 27.09 | 10.95 | 4.71 | 2.59 |
| 1927 | 54.83 | 26.51 | 11.09 | 4.80 | 2.77 |
| 1928 | 53.36 | 27.39 | 11.35 | 4.92 | 2.98 |

The birth rate among the workers covered by 46 funds increased from 4.07 per cent. in 1926 to 4.54 per cent. in 1927, then falling slightly to 4.49 per cent. in 1928.¹ The corresponding rates compiled by the Ministry of Labour for the whole of France were 1.88, 1.81, and 1.82 per cent. in 1926, 1927, and 1928 respectively. These rates are evidently not comparable with those of the funds, as the age distribution of the active industrial population of the funds must differ considerably from that of the general population. The report therefore estimates the birth rate in 1928 of the general population between 15 and 60 years of age (i.e. of similar age to that of workers covered by the funds) at 2.89 per cent. If this estimate is correct, the birth rate among the working population receiving family allowances was more than 50 per cent. higher than that of the population in general.

With regard to the rates of stillbirths and of infant mortality, the report gives information based on statistics for 27 funds. The rates of stillbirths and of infant mortality up to the age of one year among children of the workers covered by the funds compared with those among the population in general for the years 1926-1928 were as follows :

| Year | Stillbirths per 100 births | | Infant mortality (per 100) below one year | |
|------|-------------------------------|--------------------|--|--------------------|
| | Funds | General population | Funds | General population |
| 1926 | 1.97 | 3.84 | 6.00 | 9.70 |
| 1927 | 2.06 | 3.76 | 6.55 | 8.30 |
| 1928 | 2.09 | 3.77 | 7.14 | 9.10 |

¹ The rates for the years 1925, 1926, and 1927 calculated on a smaller number of funds had been 3.70, 3.80, and 3.89, according to the report submitted to the 1928 Congress.

The rates of the funds were considerably lower than those of the general population, although both rose slightly in 1928 as compared with the previous year. The general rates had fallen between 1926 and 1927, while the rates of the funds had risen somewhat during that period, this fact being attributed by the report to an increase in the proportion of foreign workers. On the other hand, the rate of child mortality above the age of one year had definitely fallen, the figures for 27 funds being as follows : 1926, 4.01 per cent. ; 1927, 3.66 per cent. ; 1928, 3.62 per cent.

Belgium

DEVELOPMENT OF THE SYSTEM

The development of the family allowance system in Belgium has been in many respects similar to that in France. Family allowances are paid directly to their workers by various undertakings, such as mining companies and certain establishments in the glass and metal industries and in banking, but the system has mainly developed by means of equalisation funds. The Committee for the Study of Family Allowances — now called the Association of Family Allowance Funds (*Association des Caisses d'Allocations familiales*) — was formed by the different funds to co-ordinate this development and several national congresses have been held.

The first equalisation fund was created in 1921 in the Verviers district in the light engineering industry, and in 1922 a fund of building employers and public works contractors was formed. The movement then gained ground rapidly. In 1925 there were 13 equalisation funds, with 773 member firms employing 152,600 workers. According to information furnished by the Association of Family Allowance Funds, the number of approved funds¹ on 1 June 1929 was 40. The estimated number of workers in funds for which figures were available for 30 June 1929 amounted to 555,740², as against 511,219 at the end of 1928, and 268,147 in November 1927. To these may be added the employees of the public administrative departments paying family allowances (123,000 in 1929), the railways (110,000 workers), and the provinces and communes (20,000), the total amounting to 808,740.

The monthly rates of family allowances paid by certain large funds in June 1929 were as follows³ :

¹ See below, p. 406, Act of 14 April 1928 requiring funds to be approved.

² In the case of funds for which the number of workers at that date is not yet known, the figures included are those for the end of 1928. The new mining funds are also included.

³ Information supplied by the Association of Family Allowance Funds.

| Fund | Monthly allowance paid in respect of : | | | | |
|---------------------|--|-----------|-----------|-----------|-------------------------|
| | 1st child | 2nd child | 3rd child | 4th child | 5th or subsequent child |
| | Frs. | Frs. | Frs. | Frs. | Frs. |
| District of Liège | 15 | 30 | 50 | 80 | 80 |
| Antwerp Association | 15 | 20 | 40 | 80 | 80 |
| Tournai | 15 | 20 | 40 | 80 | 80 |
| Brabant (workers) | 15 | 25 | 40 | 80 | 80 |
| Verviers (textiles) | 40 | 60 | 80 | 90 | 100 |

The number of children covered by these five funds, the number of families receiving allowances, the number of workers employed by the affiliated firms, and the total amounts paid during the first six months of 1929, are given in the following table :

| Fund | Children | Families receiving allowances | Workers employed by affiliated firms | Total amount paid between 1 January and 30 June 1929 |
|---------------------|----------|-------------------------------|--------------------------------------|--|
| | | | | Frs. |
| District of Liège | 35,156 | 21,475 | 79,280 | 4,931,801 |
| Antwerp Association | 12,932 | 7,796 | 21,887 | 1,852,445 |
| Tournai | 8,040 | 5,281 | 16,782 | 1,003,037 |
| Brabant (workers) | 23,361 | 14,202 | 36,573 | 3,270,585 |
| Verviers (textiles) | 5,936 | 3,685 | 16,137 | 1,577,817 |

In the mining industry family allowances were until recently paid by the undertakings individually and not by means of equalisation funds. According to the new Act of 14 April 1928 outlined later, producers supplying the State with goods are required to pay family allowances by affiliating to an approved equalisation fund. Consequently, the mining companies being State suppliers, equalisation funds were created by the companies in the following districts : Centre, Limburg, Charleroi, Mons, and Liège. The rates paid are those prescribed by the Act.¹ The rules and regulations of these equalisation funds generally provide that each member company shall pay the allowances directly to its workers and a monthly contribution to the equalisation fund. A provisional settlement is made between the company and the fund each month and the final account is settled at the end of the year.

¹ See below, p. 406.

For State servants, certain allowances in respect of children and in connection with cost-of-living bonuses were granted to lower-paid grades of officials even before and during the war. After the war, provision was made for the increased cost of living by special bonuses, which were generally higher in case of families with children.

The family allowance system was made general for State officials in 1920. By Royal Order of 1 December 1924, by which salaries were adjusted to the new economic conditions, the system, which originally provided for a uniform allowance for each child, was changed, and higher rates were paid for children after the second.¹ For officials of the judicial authorities (*magistrats*) the Act of 6 March 1925 excluded the first two children from the benefit of family allowance payments. Subsequently, therefore, there existed two systems : one for administrative officials and one for judicial officials.

Allowances are paid in respect of children up to 21 years of age who are not earning at least 8 francs per day.

In 1927 a movement for the reduction of family allowances was initiated. The Government project concerning the general adjustment of salaries to post-war conditions, prepared by the Permanent Advisory Committee on Salaries, proposed a reduction of rates of allowances, an extension of the system in force for judicial officials to all State servants, and a reduction of the age limit from 21 years to 18 years.

This proposal met with opposition from the associations of officials. The Government, after much consideration, decided to increase the rates and to maintain the allowances in respect of the first and second children of administrative officials. Further, when by Order of 22 July 1929 a special increase of salaries was granted to all State servants, an additional allowance was provided for married workers in certain large towns, and the allowances for the fourth and any subsequent children of administrative officials were raised. The rates paid to administrative officials, according to the Orders of 16 December 1927 and 22 July 1929, are 30 francs for the first child, 50 for the second, 110 for the third, 150 for the fourth, and 200 for each subsequent child, while for judicial officials the rates, according to the Act of 30 July 1928, are 140 francs for the third child, 180 for the fourth, and 200 for each subsequent child. A birth bonus of 300 francs is granted in respect of each child.

The total number of State servants covered by the family allowance system on 1 July 1929 was 51,001.

The Belgian League in favour of Large Families has advocated the continuation of the payment of allowances to pensioned State servants. Moreover, it has recently been proposed in the Senate that the Government should consider the possibility of paying family allowances also to married women employed by the State, provided their husbands are not State servants and are not in receipt of allowances.

¹ The rate is determined for each child according to the number of children at the time of its birth, and remains the same as long as it is paid in respect of that child.

As already indicated, the system of family allowances has been adopted by many provinces and communes for their officials or employees.

Action by the State to impose a legal obligation on employers in private industry to pay family allowances was taken in April 1928, when an Act was passed imposing the payment of allowances and membership of an equalisation fund on contractors carrying out work for the State, the provinces, or the communes, or work subsidised by these, as well as by manufacturers or producers supplying the State, provinces, or communes with goods, provided the order amounts to at least 50,000 francs. The Act further applies to undertakings carrying on public services under concession, which must also be affiliated to an equalisation fund. It may, moreover, be extended to public establishments and public utility institutions.¹ The system must cover all workers employed by the undertaking concerned. Employers to whom the Act applies are required to affiliate to an approved equalisation fund.²

The rates to be paid are 15 francs for the first child, 20 for the second, 40 for the third, and 80 for each subsequent child, up to the age of 14. Payment is continued up to the age of 18 for children who are not engaged in any trade or who are employed as apprentices under a contract approved and controlled by the Government.

The idea of a legal obligation on all employers to pay family allowances has recently met with considerable support. Various proposals have been made on these lines, some of which provide for family allowances to be paid out of sums contributed either by employers or by the State to all persons who are not well-to-do. A Government Bill proposing to impose on all employers a legal obligation to pay family allowances was tabled in December 1929. It provides that every employer in industry properly so called, commerce, and agriculture, would be required to be a member of an equalisation fund. Every fund would be affiliated to a National Equalisation Fund, which would perform the functions of "super-equalisation".

EFFECTS OF THE SYSTEM

As regards the effects of the family allowance system on child welfare, the birth rate, and infant mortality, information compiled by several large funds shows similar tendencies to those already indicated for France.

The Fund for the Federation of Factories producing Zinc, Lead, etc., in its report for the period October 1927 to September 1928,

¹ An Order of 29 September 1928 extended the obligation to certain public establishments and public utility institutions.

² In order to be approved, the fund must apply to the Ministry of Labour, which consults the Commission for Family Allowances, created in accordance with section 14 of the Act of 14 April 1928. This Commission consists of 11 members, including 3 representatives of employers and 3 representatives of workers chosen from lists submitted by the most representative industrial organisations.

states that since the creation of the Fund in 1922, the percentage of heads of families had risen from 27.8 per cent. to 43.30 per cent.; the number of children as compared with the total number of workers rose from 60.3 per cent. to 98.19 per cent. The birth rate rose from 8.27 births per 100 workers in 1923-1924 to 9.36 in the year 1927-1928.

As regards infant mortality, the Brabant Regional Fund states that its rate decreased from 5.8 per 100 in 1925 to 5.1 per 100 in 1926 for infants under 1 year of age, and the rate of child mortality from 1.0 per 100 in 1925 to 0.57 per 100 in 1926 for children under 14 (or 16) years of age. The former figures may be compared with the rates compiled by the National Child Welfare Organisation for the same region, which for children under 1 year of age was 8.58 per 100 in 1923.

Among infants under 1 year of age of the Liège District Fund the mortality fell from 10.80 per 100 in 1925 to 4.63 in 1926, while for the Fund of the Factories producing Zinc, Lead, etc., the mortality among children under 14 years of age decreased from 1.62 per 100 in 1925 to 1.48 per 100 in 1926. It is, of course, difficult to appreciate the true value of such figures without knowing the age distribution and the general changes in the composition of the working population concerned.

Germany

In Germany and other Central European countries, the family allowance system had been adopted especially during the years 1921-1924 as a palliative for mitigating hardship for large families consequent on the inflation of currency and the fall in real wages. In recent years the system has declined in importance in these countries, especially in private industry.

In Germany the chief application of the system for manual workers in private industry is in coal mining. The system is also applied in various districts for clerical employees, including those in retail and wholesale trade, and in certain industries such as the clothing, chemical, metal, and textile industries. It has been retained on an important scale for officials and manual workers in the public services and also for the staffs of banking and insurance companies.

In the mining industry payment of family allowances is provided for by collective agreements in all districts. These payments are made up of two elements: an allowance in respect of the wife or the household and allowances in respect of the children. These are paid as an addition to money wages to married, widowed, and divorced workers as well as to single workers with dependants. As a rule allowances in respect of children are paid up to the age of 14, but payment is generally continued as long as the child attends school.¹

¹ In Upper Silesia and Aachen, the age limit is 15 years.

The allowances per shift at present in force are as follows :

| District | Allowance in respect of wife or household | Allowance in respect of each child |
|---------------|---|------------------------------------|
| | R.Mks. | R.Mks. |
| Ruhr District | 0.16 | 0.16 |
| Upper Silesia | 0.10 | 0.11 |
| Lower Silesia | 0.09 | 0.09 |
| Aachen | 0.10 | 0.10 |
| Saxony | — | 0.10 |

It will be noted that the rates for children are uniform, that is, the same for each child irrespective of the total number of children in a family. In this respect the system differs from the Belgian and French scales, which usually provide allowances that increase progressively with the number of children.

In addition to allowances in money, allowances in kind are granted chiefly in the form of coal distributed to the workers free or at a reduced price. The amounts of coal distributed are usually greater for married than for unmarried workers. In the Ruhr basin, for instance, the maximum amount of coal granted is 100 quintals for a family of not more than 4 persons, 110 quintals for 5 to 7 persons, and 120 quintals for a family of more than 7 persons; the price at the mine is 0.40 marks per quintal.

The relative importance of the family allowances paid in the different coal-mining districts is indicated by figures for 1927 given in the *International Labour Review* for October 1929¹, showing the proportion which the money allowances formed of the total earnings of all workers exclusive of employers' insurance contributions. These allowances, which consist almost entirely of family allowance payments, amounted to 2.7 per cent. of the total earnings of all workers in Upper Silesia, 3.2 per cent. in the Ruhr basin, and 1.4 per cent. in Saxony.²

As regards salaried clerical employees in banking and insurance as well as in certain other branches covered by family allowance systems, the importance of the allowances is shown by the following figures³:

¹ Vol. XX, No. 4, table on p. 543.

² Data on the proportions of married and single workers and on the size of families are available for coal miners in the Ruhr district. The proportion of married workers is 67.83 per cent. of all workers (19.34 per cent. have no children, 20.36 per cent. only one child, 15.29 per cent. two children, 7.57 per cent. three children, and 5.24 per cent. four or more children).

³ *Statistisches Jahrbuch für das Deutsche Reich*, 1929, pp. 268 *et seq.*

MONTHLY SALARIES OF MALE SALARIED CLERICAL EMPLOYEES IN CERTAIN INDUSTRIES

| Industry and district | Lowest scale | | Highest scale | |
|---------------------------------------|--------------|---------|---------------|---------|
| | Single | Married | Single | Married |
| Banking ¹ : | R. Mks. | R. Mks. | R. Mks. | R. Mks. |
| Berlin | 193.65 | 260.60 | 276.41 | 343.36 |
| Breslau | 180.51 | 242.91 | 257.62 | 320.02 |
| Cologne | 197.43 | 265.68 | 281.78 | 350.03 |
| Königsberg | 180.51 | 242.91 | 257.62 | 320.02 |
| Stuttgart | 188.02 | 253.02 | 268.35 | 333.35 |
| Insurance ¹ : | | | | |
| Berlin | 164.49 | 220.37 | 340.93 | 396.81 |
| Breslau | 157.91 | 211.56 | 327.29 | 380.94 |
| Cologne | 164.49 | 220.37 | 340.93 | 396.81 |
| Königsberg | 157.91 | 211.56 | 327.29 | 380.94 |
| Stuttgart | 164.49 | 220.87 | 340.93 | 396.81 |
| Retail trade ² : | | | | |
| Berlin | 143.00 | 153.00 | 387.00 | 397.00 |
| Breslau | 125.00 | 137.00 | 325.00 | 346.00 |
| Cologne | 131.00 | 161.00 | 370.00 | 400.00 |
| Frankfort | 192.00 | 222.00 | 430.00 | 460.00 |
| Leipzig | 122.00 | 146.40 | 242.00 | 290.40 |
| Wholesale trade ² : | | | | |
| Breslau | 125.00 | 137.00 | 325.00 | 346.00 |
| Cologne | 130.00 | 160.00 | 370.00 | 400.00 |
| Hamburg | 130.00 | 140.00 | 300.00 | 310.00 |
| Leipzig | 143.50 | 158.50 | 297.50 | 327.50 |

¹ On 1 April 1929.² In February 1929.

For State officials the system provides for equal allowances for each child; the same allowances are paid to those with low as to those with high salaries. The German Act of 19 December 1927 on salaries of State servants grants in respect of each legitimate, adopted, or illegitimate child in charge of its father, a monthly allowance of 20 marks up to the age of 16. Between the ages of 16 and 21 allowances are continued only if the child still attends school or is receiving vocational training or has not an income of its own of at least 30 marks per month. In the case of physically or mentally infirm children not able to earn their own living and not in receipt of an income of their own of 30 marks per month, payment is continued irrespective of age.

Married women in State service receive family allowances if their husbands are not able adequately to maintain the children.

By the application of the uniform rate system the proportion of the family allowance compared with the total earnings is highest for the lower-grade officials. This is indicated by the following figures of medium monthly salaries¹ in force since October 1927 for the lowest and highest and certain intermediate categories of officials :

| Category of official | Salary of official | | Salary of married official per cent. of salary of unmarried official |
|----------------------|--------------------|-------------------------------------|--|
| | Single | Married, with wife and two children | |
| | R. Mks. | R. Mks. | |
| 12 | 179 | 285 | 131.3 |
| 7 | 297 | 358 | 118.4 |
| 3 | 584 | 654 | 112.0 |
| 1 | 997 | 1,067 | 107.0 |

Poland

In Poland, the family allowance system is specially important in coal mining and for persons in State or other public service, although it is in force also in a number of manufacturing industries.

In the coal-mining industry, family allowances are paid directly by the employer in accordance with collective agreements, and the equalisation fund system has not been introduced. The allowances represent an average addition to the earnings of the workers as a whole of about 6 per cent., the percentage being smallest in Upper Silesia (about 4½ per cent.) and highest in the Dombrowa district (about 10 per cent.).² In Polish Upper Silesia, as in Germany, allowances are paid in respect of the wife or household and in respect of children; the former allowance amounts to 0.18 zloty and the latter to 0.28 zloty for each shift worked, and also for each shift lost on account of statutory annual leave. Payment is not however continued in case of sickness or for general holidays. The beneficiaries are mainly married, divorced, or widowed workers, and children's allowances are paid in respect of legitimate, illegitimate, or adopted children under 14 years of age.³

In the Dombrowa and Cracow districts, allowances are granted as a percentage addition to wages in respect of regular work done on

¹ I.e. salary at the middle of the period of service in the category.

² Cf. *International Labour Review*, Vol. XX, No. 4, Oct. 1929, p. 543.

³ In Upper Silesia, the number of married miners is 62.32 per cent. of all workers; More than one quarter of the married workers have no children. The average size of family is 3.99. Altogether, including unmarried workers with dependants entitled to allowances, the number of workers benefiting by family allowances is more than two-thirds of all workers under the system.

working days. The percentage additions and the proportionate distribution of workers among the different categories receiving allowances are as follows :

| Category of workers | Dombrowa district | | Cracow | |
|--|------------------------------|------------------------------------|------------------------------|------------------------------------|
| | Percentage addition to wages | Percentage distribution of workers | Percentage addition to wages | Percentage distribution of workers |
| Unmarried workers | 6 | 27 | 5 | 37 |
| Married workers without children and married or widowed workers with 1 child | 12 | 33 | 10 | 27 |
| Married or widowed workers with 2 or 3 children | 19 | 32 | 17 | 25 |
| Married or widowed workers with 4 or more children | 29 | 8 | 25 | 11 |

In addition to money allowances the amount of free coal distributed to the workers is usually greater for heads of families than for unmarried workers.

As regards State service, the importance of family allowances is indicated by the following figures showing the differences between the monthly salaries of unmarried officials and of married officials with two children in the administrative services in Warsaw in December 1928. ¹ The data are for officials during the first three years of service.

| Category | Monthly salary of official | | Salary of married official per cent. of salary of unmarried official |
|-------------------------------|----------------------------|----------------------------|--|
| | Unmarried | Married, with two children | |
| Chiefs of section | Zloty 797 | Zloty 992 | 124 |
| Secretaries | 303 | 439 | 145 |
| Clerks (1st grade) | 264 | 365 | 138 |
| Teachers in secondary schools | 362 | 463 | 128 |
| Messengers | 146 | 234 | 168 |

¹ *Annuaire statistique de la République Polonaise, 1929.* Family allowances are also accorded to officials in the legal services and to persons on military service.

Czechoslovakia

In Czechoslovakia, the system has greatly declined in private industry during recent years, though it is still in force in some branches and particularly in coal mining.

In coal mining, family allowances are paid in accordance with the provisions of collective agreements; the amounts paid in allowances represent about 8 per cent. of the total earnings of all workers.

In the district of Moravia-Ostrava, allowances are paid to heads of families with at least three children on the following scale per shift worked: for families with three children, 1.83 koruny; four children, 1.95 koruny; five children, 2.07 koruny; six children, 2.19 koruny; seven or more children, 2.31 koruny. Payment continues up to 14 years of age, or up to 18 years if the child continues to attend school or is incapable of working.

In Kladno-Rakovnik an allowance of 1 koruna per shift worked is paid in respect of each child up to the age of 16 years. In Pilsen-Radnice a progressive scale is in force related to earnings and size of family, the allowances being highest for those with the lowest earnings; the rates per shift vary inversely with earnings from 0.25 to 2.58 koruny for married workers without children and from 12.11 to 15.83 koruny for families with seven children. Certain allowances are also granted to widows with or without children and to unmarried workers in charge of children. Reduced allowances are granted during sickness of the worker.

In Czechoslovakia as in other coal-mining areas the amount of coal distributed to the miners is greater for married and other workers with their own household than for unmarried workers without their own household.

For State officials the family allowance system was reintroduced in June 1926, after a suspension of several years. State administrative and judicial officials receive an allowance of 1,800 koruny annually for one child, and of 3,000 koruny for several children. On similar lines salaried State employees are granted an annual allowance of 1,200 koruny for one child and 2,100 koruny for several children.

Other European Countries

Family allowances are paid in State services in a number of other European countries, including Austria, Bulgaria, Denmark, Estonia, Greece, Hungary, Italy, Latvia, Lithuania, the Netherlands, Spain, Sweden, Switzerland, and Yugoslavia. In private industry the system is applied to a limited extent, in the mining industry. The allowances are usually paid independently by individual employers, but in the Netherlands a number of equalisation funds have been established. In Italy, family allowances are paid to all persons employed by the ministries and the autonomous public services, including railways, posts, and telegraphs, as well as in banking and in certain districts in industry. In Austria, family allowances are also paid in some branches of private industry, especially coal

mining, and to salaried clerical employees, including those of the large banks in Vienna. In Switzerland, the system of family allowances is in force for Federal State servants, both officials and manual workers, including those of the Federal Railways and the Post Office. Allowances are also paid by some cantonal and communal administrations, and by a few private undertakings.

The importance of the allowances varies greatly in the different countries and industries.

Australia

The question of family allowances in Australia has been considered mainly in the application of the living-wage principle, and there has been much discussion during recent years as to whether the basic or living wage should be calculated so as to cover the needs of an average family or whether family needs should be provided for in the form of special allowances.

The Commonwealth Government introduced the family allowance system for its married officials in 1920. About the same time, as a consequence of the findings of the Basic Wage Commission, a proposal was made for the payment of family allowances to workers in industry, but this proposal, though widely discussed, was not adopted.

In 1927, however, in the State of New South Wales the system was introduced by an Act of the State legislature for the benefit of workers' families with small incomes. The introduction of the system in New South Wales was followed by a demand for uniform legislative action throughout the Commonwealth.

The problem was considered at a Conference of representatives of the Commonwealth and State Governments held in June 1927, and it was decided to appoint a Royal Commission to enquire into the whole question. The Commission sat for eighteen months; it examined more than 200 witnesses and collected a vast amount of information. Its report was issued at the beginning of 1929.¹ The majority reported against the introduction of a general compulsory family allowance system, mainly on the grounds that: (1) it had not been proved that basic wages were insufficient for family requirements, and (2) the payment of child endowment out of State revenue or by means of a levy on employers would result in a sharp rise in the cost of living, followed by a check in prosperity and serious unemployment. They considered that an essential condition precedent to the establishment of any scheme of child endowment would be a reduction of the basic wage by elimination of the provision for children, which is now an integral part of that wage. Moreover, full and exclusive power of the Commonwealth Parliament to control wage fixing and establish and control child endowment, and the repeal of any existing State legislation, would have to be the other essential conditions. The needs of the large family had been the main argument by which the unmarried and childless man had succeeded in raising his own wage to the present

¹ *Report of the Royal Commission on Child Endowment and Family Allowances, 1929.*

level ; but if justice were to rule in the conception of wage distribution and if the measuring rod of needs were to be applied to the family unit, it must equally be applied at the opposite end to the single man and to the married man without children.

On the other hand, a minority of the Commission was in favour of the family allowance system. The problem of child endowment is primarily one of disparity between the standards of families of different size on the same wage. As the wage is based on the cost of supplying the needs of an average family, and larger families therefore live at a lower standard than that supposed to be allowed by the wage, some system of family allowances is the logical outcome of the living-wage doctrine. Wages should still be computed on a family basis and the State should not bear the whole financial responsibility for children, but should grant allowances to the larger family out of income tax receipts. To raise the funds by a tax on industry would be inequitable. The minority therefore recommended that in the computation of wages industrial tribunals should adopt the family unit of man, wife, and two children, and that an allowance should be paid for each dependent child after the second, provided the total income does not exceed £300, and also in respect of the first and second child in families where the income falls below the basic wage.

The New South Wales Act of 1927, which was mentioned above, has been the centre of violent controversy. The Act was introduced at the same time as the new Industrial Arbitration (Living Wage Declaration) Act of 1927, which established a new unit for the fixing of the living wage. The unit was to consist of man and wife only, whereas the wage had previously been based on the needs of a family with two children. The family allowance system provided for a contribution by employers amounting to 3 per cent. of their wages bill. From these contributions allowances were to be paid of 5s. per week in respect of legitimate children, provided the family income was not more than the annual amount of the living wage based on the requirements of a man and a wife without children *plus* an amount of £13 for each child in the family. Contributions by employers to the fund were twice suspended (Acts of 16 December 1927 and of 8 April 1929), the amount required for covering the cost of allowances proving to be below the estimates, while subsequently the tax was reduced to 2 per cent. of the wages bill by the Act of 8 April 1929.

The main controversy about the system has arisen with regard to the family unit on which the basic wage should be fixed. In June 1927, the Industrial Commissioner, Mr. Justice Piddington, in his first declaration of basic wages after the passing of the Industrial Arbitration Act fixing a new family unit, retained the old basic wage, with a slight increase in view of the rise in the cost of living (£4 5s. for industrial and £4 4s. for rural workers), mainly on the ground of vested rights. This declaration aroused opposition on the part of the employers, who demanded a reduction in respect of children, as the Family Endowment Act, in their opinion, had been intended to supplement the provisions of the new Industrial Arbitration

(Living Wage Declaration) Act, the intention of which had been to reduce the basic wage so as to apply to a family of man and wife only.

The Industrial Commission, reconstituted so as to consist of three members, then reconsidered the matter, and in October 1929 a majority decision of the Commission announced a reduction of the general living wage to £3 12s. 6d. and of the rural wage to £3 2s.; these rates, however, were not to take effect until Parliament had had an opportunity to consider the whole status of the law and the economic consequences of its application. The President of the Commission, Mr. Justice Piddington, emphatically dissented from the decision of the majority and expressed the view that the declaration represented a miscarriage of social justice. Legislation was then passed, in December 1929, in order to bring the family endowment system into agreement with the system of wage fixing. This provides that, in determining the basic wage, the Industrial Commission shall take into account the needs of a man with wife and one child. Endowment will be paid in respect of each child except the first in families whose income does not exceed the living wage for adult males. Where the family income exceeds the amount of this living wage, the excess will be deducted from the amount of endowment otherwise due. The funds are to be raised by imposing a tax of 1 per cent. of the wages bill on employers, in respect of wages paid to employees under State but not under Federal awards.

The Industrial Commission then fixed the basic wage at £4 2s. 6d.

New Zealand

A general system of family allowances financed out of the ordinary revenue of the State was introduced in New Zealand in 1926. Allowances are paid to families with low incomes and with at least three children, in respect of each child under 15 years of age from the third onwards at the rate of 2s. per week. The family must have been permanently resident in New Zealand for not less than one year, with the exception of workers whose homes are in New Zealand but whose occupation obliges them to work abroad. Children of foreigners or Asiatics are only entitled to benefit by special authorisation. Neither illegitimate children nor children already in receipt of a Government pension are entitled to benefit.

The expenses incurred by the family allowance system and the number of families and children covered and benefiting during 1927-1929 were as follows :

| Item | 1927-1928 ¹ | 1928-1929 ² |
|--|------------------------|------------------------|
| Number of families benefiting ¹ | 3,006 | 3,763 |
| Total number of children of families in receipt of allowances ¹ | 16,066 | 18,884 |
| Number of children in excess of two | 9,758 | 11,358 |
| Total amount paid during year | £37,652 | £54,791 |
| Annual value of allowances in force ¹ | £46,557 | £57,304 |
| Average allowance ¹ | £15 9s. 9d. | £15 4s. 9d. |

¹ At end of year.

² Year ending 31 March.

CONCLUSION

The foregoing description of the family allowance systems and their development in various countries has indicated wide differences of method. The simplest system is for allowances to be paid by the employer directly to the workers on his own initiative. Allowances may be paid in accordance with collective agreements, as in most Central European countries and in coal mining in France. Under either of these systems, however, if the allowances are considerable in amount there is an inducement for the employer to prefer workers with few or no children. To avoid this the equalisation fund system has been introduced.

Employers may form equalisation funds voluntarily; this has been done on a large scale in France and Belgium. They may, on the other hand, be required by legislation to be affiliated, as, for example, by the laws applying to public contractors in France and Belgium.

The system of a State-wide equalisation fund to which the employers contribute a sum proportional to their wages bill has been instituted by legislation in New South Wales, while a system of family allowances financed out of the ordinary revenue of the State is in existence in New Zealand. Assistance to large families from State revenues supplements in some countries the payment of family allowances by private employers; also the social insurance system of a country may provide for special benefits for persons with dependants. While, therefore, there is wide recognition of the family allowance principle, the methods adopted in the different countries for giving effect to it show considerable variation, and up to the present there is little indication of a tendency towards greater uniformity.

An Enquiry into Conditions of Agriculture and Rural Economy in India

The appointment of the Royal Commission on Agriculture in India was announced, and the terms of reference were defined, by the Viceroy in the Legislative Assembly on 20 January 1926.¹ The terms were:

“Generally to examine and report on the present conditions of agriculture and rural economy in British India and to make recommendations for the improvement of agriculture and the promotion

¹ *Statement exhibiting the Moral and Material Progress and Condition of India, 1925-1926*, pp. 90-91.

of the welfare and prosperity of the rural population; in particular to investigate:

- (a) the measures now being taken for the promotion of agriculture and veterinary research, experiment, demonstration and education, for the compilation of agricultural statistics, for the introduction of new or better crops and for improvement in agricultural practice, dairy farming and the breeding of stock;
- (b) the existing methods of transport and marketing of agricultural produce and stock;
- (c) the method by which agricultural operations are financed and credit afforded to agriculturists;
- (d) the main factors affecting rural prosperity and the welfare of the agricultural population;

and to make recommendations.

“It will not be within the scope of the Commission's duties to examine the existing system of land-ownership and tenancy, or of the assessment of land-revenue and irrigation charges, or the existing division of functions between the Government of India and the Local Governments. But the Commission shall be at liberty to suggest means whereby the activities of the Government of India may best be co-ordinated and to indicate directions in which the Government of India may usefully supplement the activities of Local Governments.”

The Commission was appointed on 23 April 1926. It assembled at Simla on 11 October 1926 and completed the collection of material at Delhi on 7 December 1927. The Commission issued a series of reports on the Minutes of the Evidence taken in different Provinces and in England, consisting of thirteen volumes, some of which contain prefaces on the general and agricultural conditions of the Province dealt with. The final report with an abridged edition was published in the summer of 1928.¹ The prefaces to the provincial volumes were also embodied in a single volume as an appendix to the report.

The final report begins with a brief description of the conditions in the village as an introduction, followed by an account of the historical development of the Government's agricultural policy since 1880. It then discusses and makes suggestions and recommendations on various subjects, including the organisation of agricultural research, agricultural improvement, the subdivision and fragmentation of holdings, demonstration and propaganda, animal husbandry, forestry, diseases of livestock and their control, irrigation, communications and marketing, agricultural finance, co-operation, the village, education, rural industries and labour, horticulture and plantations, statistics, the agricultural services, and other minor matters. The detailed discussions and recommendations may be conveniently summarised here under the following main headings: research and demonstration; general agricultural questions; animal husbandry; horticulture and

¹ ROYAL COMMISSION ON AGRICULTURE IN INDIA: *Report of the Royal Commission on Agriculture in India. (Including Abridged Report.)* London, H.M. Stationery Office, 1928. 100 + xviii + 755 pp. 11s.

plantations; finance and marketing; rural welfare; education; agricultural statistics; the agricultural services; and miscellaneous recommendations.

RESEARCH AND DEMONSTRATION

The most important recommendation of the Commission is the constitution of an Imperial Council of Agricultural Research, the primary function of which would be to promote, guide, and co-ordinate agricultural research throughout India and to link it with agricultural research in other parts of the British Empire and in foreign countries. The Council should be entrusted with the administration of a non-lapsing fund of Rs. 50 lakhs, to which additions should be made from time to time as financial conditions permit. Both the Research Council and Research Fund should be constituted by an act of the Imperial Legislature.

The Council should consist of thirty-nine members. Three of these should be whole-time members — an experienced administrator as chairman and two eminent scientists qualified to represent respectively the interests of agriculture and of animal husbandry. Of the remaining thirty-six members, eight would be nominated by the Government of India, eighteen would represent the provincial agricultural and veterinary departments, three the Indian universities, and two the Indian Central Cotton Committee and the planting community, and five would be non-official members nominated by the Council, by reason of their scientific knowledge or special qualifications, for the approval of the Government of India. A provincial research committee should be established in each of the major Provinces, to work in close co-operation with the Central Council.

The chief functions of the Council should be as follows: (1) to act as a clearing house for information and to establish bureaux for crops as well as for animal husbandry, dairying, and veterinary matters; (2) to take over the publication work at present done by the Agricultural Adviser to the Government of India and to arrange for sectional meetings of experts in particular branches of agricultural science; (3) to provide for the training of research workers and to establish research scholarships tenable by students who have given evidence that they are capable of taking full advantage of an opportunity for intensive training in scientific research in agriculture; and (4) to decide whether any particular piece of research work should be carried out by the Imperial or provincial institutions or by a university, a private person, or even abroad. If conditions alter, the Council of Agricultural Research could be expanded to include all activities that have any bearing on rural progress.

Demonstration is essentially necessary for agricultural development, especially in India, where illiteracy is widespread. Opinion is almost unanimous that the best and quickest method of influencing the practice of the cultivator is to demonstrate an improvement in crop or in method on a small plot of his own, cultivated either by the staff of the Agricultural Department or by the cultivator

himself under the direction of the staff. This experimental work should be supplemented by demonstration trains and agricultural shows, which have already been successfully introduced in some of the Provinces. In the opinion of the Commission the questions of demonstration and propaganda are of such importance that they recommend the attachment of an officer of the standing of a deputy director of agriculture to each provincial Department of Agriculture with the sole duty of organising and systematising propaganda work throughout the Province.

GENERAL AGRICULTURAL QUESTIONS

The chief concern of the Commission was to suggest the lines on which agriculture in India could be improved, and the question of soil fertility drew its first attention. Against the argument that the soils in India are undergoing a progressive decline in fertility, the Commission state that on an overwhelming proportion of land in India a balance is established and no further deterioration is likely to take place under the existing conditions of cultivation. The difficulties of improving soil fertility are realised and several remedial methods are suggested. Among the various methods for the increase of agricultural production suggested by the Commission, the following are the chief :

(1) Introduction of improved varieties of crops by selection, hybridisation, and acclimatisation. It is estimated that about 9 million acres are already under improved varieties and the Commission recommend the establishment of a section in the Agricultural Department for testing and distributing improved seeds.

(2) The improvement in the capacity of draught cattle in relation to the implements they are required to draw, and the evolution of a small number of types of implements and machinery suitable for a wide range of conditions and suitable also for mass production. This work should be undertaken by the engineering section of the Agricultural Department. The Commission also suggested that when these new types of implements and machinery have been evolved, they should be manufactured in India and concessions should be secured from the railway administrations in the form of reduced freights for the transportation of agricultural machinery and implements.

(3) The control of insect pests and plant diseases by provincial legislation on the lines of the Madras Act of 1919.

(4) Consolidation of the holdings which had been subdivided and fragmented by the existing law of inheritance, with the help of provincial legislation, which has already been introduced in some of the Provinces.

(5) Improvement in the administration of the irrigation system :
(a) by more economic use of water ; (b) by closer relation between the Agricultural and Irrigation Departments ; and (c) by the establish-

ment of a Central Bureau of Information for Irrigation in connection with the recently created Irrigation Board, but to be placed under the charge of the Consulting Engineer to the Government of India.

(6) The handing over of village forests to village management, and an improved system of forest officers in all the Provinces.

Forestry is the handmaiden of agriculture inasmuch as it supplies fodder for the livestock and fuel and timber for domestic consumption. The Commission suggest that an enquiry should be made into the cost and efficiency of wood, charcoal, and coal in terms of the loss to agricultural production by burning cow dung, and that forests should be reclassified into areas most suitable for the growth of timber or for fuel plantations, and areas more suitable for other purposes (ordinary cultivation, grazing, etc.).

ANIMAL HUSBANDRY

India has a very large number of domestic animals, having in 1924-1925, for instance, 187 million cattle and buffaloes and 87.5 million sheep and goats.¹ There are too many head of plough cattle and the Commission suggest four cardinal points in a policy of improvement, namely : (a) a reduction in the number of plough cattle ; (b) an increase in the efficiency of plough cattle ; (c) attention to all matters that would tend to decrease the number of bullocks required for cultivation ; and (d) an effort to secure better treatment for dry cows and cows in calf.

The Commission also suggest several methods for improving the breeding and feeding of livestock. Large additions to existing grazing areas are not possible, and efforts should therefore be concentrated on increasing the productivity of land already growing grass. Regarding the improvement of draught cattle, the aim should be to establish pure and improved types of the best cattle now available, and no attempt should be made for producing "dual purpose" breeds, suited for both draught and milking. As regards the production of milk for urban consumers, the Commission recommend the improvement of indigenous breeds by selection as a safer policy for the Agricultural Departments to pursue than cross-breeding.

The general prevalence of various diseases is one of the most serious obstacles to the improvement of cattle. The existing provision of veterinary aid in India is totally inadequate, and the Commission recommend that there should be one veterinary assistant surgeon for every 25,000 cattle and one qualified veterinary surgeon for every 600,000 cattle. Candidates for the Provincial Veterinary Services (consisting of the qualified veterinary surgeons) should be trained at one of the existing veterinary colleges, supplemented by a short period of work at the Imperial Institute of Veterinary Research at Muktesar.

¹ Figures for British India and about half the area of the Indian States.

HORTICULTURE AND PLANTATIONS

Commercial horticulture as a means of developing rural welfare is as yet remote from most of the Indian cultivators on account of the large amount of capital required for this operation, and also of the special skill in selecting varieties, planting, pruning, and spraying required for successful production of high grade fruits for market demands. There are, however, better prospects for market gardening. The Commission suggest that the problems of transport and marketing of fruit and vegetables should be investigated by the provincial Marketing Officers.

Nurserymen and seedsmen are making their appearance in India, but, as a class, they are not as yet fitted to make their own selections of fruit trees and vegetable seeds. The Agricultural Departments should also use every means in their power to encourage and strengthen private enterprise in this direction.

The planting industries dealing principally with tea, coffee, and rubber are well organised and they are in close touch with the Imperial and provincial Departments of Agriculture. The value of the scientific work of the plantation associations should be recognised and co-operation between them and the Agricultural Departments should be secured by arrangements for their joint representation on the Council of Agricultural Research.

FINANCE AND MARKETING

As in other countries, the cultivator in India is from time to time in need of funds for agricultural improvements or current requirements. The greater proportion of the funds required for these purposes is provided by local moneylenders. The Government also gives loans for agricultural purposes under the Land Improvement Loans Act of 1883 and the Agriculturists' Loans Act of 1884. One of the worst evils from which the cultivator has to suffer is uncontrolled usury. Although the enforcement of the Usurious Loans Act, which is practically a dead letter, might be of some relief, the great hope for the salvation of the rural masses from the crushing burden of debt rests, in the opinion of the Commission, in the growth and spread of a healthy and well-organised co-operative movement based upon the careful education and systematic training of the villagers themselves. Apart from the question of debt, co-operative credit provides the only satisfactory means of financing agriculture on sound lines.

The co-operative movement began to function with the passing of the first Co-operative Societies Act in 1904. In 1927 there were 67,000 agricultural primary societies with two and a quarter million members and a total working capital of nearly 25 crores of rupees. But the progress has not been uniform. The Commission recommend that a highly efficient and well-trained official staff should be built up in all Provinces, with the duty of educating the members up to the point at which they will be competent to undertake the duties

of this official staff and to dispense with their services. The co-operative society should be the unit through which the various departments of the Government concerned with rural welfare carry on their activities.

The Commission emphasise the necessity of good communications for marketing farm products and for developing social life, and suggest that roads should be designed as feeders to the railways, and that closer co-operation between the railways and the Agricultural Departments should be secured by the appointment of the Director of Agriculture or the Marketing Officer in each Province as a member of the local advisory committee on railways. They also recommend that regulated markets should be established as an essential part of an ordered plan of agricultural development, and that the management of these markets should be vested in a market committee. In view of the fact that the marketing of products, both at home and abroad, is very important for the development of agriculture, the Commission further recommend the appointment of an expert Marketing Officer on the staff of the Agricultural Departments in all the major Provinces and the appointment of an officer with experience of agriculture and co-operation in India to the staff of the Indian Trade Commissioner in London.

RURAL WELFARE

As regards general rural welfare, one of the most important recommendations of the Commission is to increase in desirable directions the number of the villager's wants and to show him how to satisfy these by his own efforts. Another recommendation owes its origin to the impression made on the Commission by some recent experiments in arousing non-official initiative for the improvement of village life. While much technical work is being carried on by Government resources likely to be of benefit to Indian villagers, this does not in itself solve the problem of teaching the villager how to take advantage of such technical work done on his behalf. It is suggested that the ancient traditions of corporate action for mutual benefit should be revived and that what the villager wants is, above all, leadership in assisting him to bring this corporate action into line. There are 500,000 villages in rural India and a way to reach these innumerable communities would be to establish a village "guide" in as many of them as possible. These village guides would receive a special simple course of training which would fit them to keep in touch with the many Government departments which now approach the villagers direct, often with confusing results, the villager finding great difficulty in following these multifarious activities. A final suggestion is that villages would greatly benefit by being linked with the social life of the towns, with the help of organisations like the Punjab Central Rural Community Board, and the Poona Seva Sadan Society, which is a society for encouraging social service by and among women.

Regarding health, the Commission realise the wastage of labour power of the cultivating classes on account of malaria and other prevalent diseases, and recommend that provision should be made

for medical facilities and public health amenities in the village "to the utmost possible extent and with the utmost speed".

The attention of the Commission was also drawn to under-employment, on account of which a large majority of cultivators have at least from two to four months' absolute leisure during the year. The Commission make several recommendations, such as the extension of the local manufacture of agricultural implements under the expert advice of the engineering section of the Agricultural Departments, the promotion of intensity and diversity in agriculture, and the development of village industries on a corporate basis.

EDUCATION

Education, as might be expected, occupies much of the attention of the Commissioners. The census of 1921-1922 showed that 32.2 per cent. of boys and 7.6 per cent. of girls (15 per cent. of all children) of primary school age were actually attending primary schools. The numbers appear to be rapidly increasing, and it might at first thought have been supposed that if one-third of the male population were literate the results would be fairly satisfactory. The trouble is, however, that many children cease to be literate when they leave school, because they have not studied long enough to acquire real capacity and because there is nothing in their after-school life which has any tendency to keep them literate. Again, the Commissioners ardently desire that literacy should spread amongst women; although 7.6 per cent. of girls of primary school age were at school the actual proportion of literate females in 1921 was only 1.9 per cent. of all females. In general the Commissioners favour the principle of the progressive adoption of compulsory primary education, and note that all Provinces have Acts on their Statute Books (except in Bengal, where a Bill is under consideration) which empower local bodies to establish compulsory education in their areas, but that the Punjab is the only Province in which any measure of success in this direction can be said to have been achieved. Here, 7,000 parents have, through the influence of the co-operative movement, pledged themselves under penalties to keep their children at school for a reasonable period.

The question also arises—and it is a very important one—what type of education is most profitable to the population. The counter-claims of general and vocational education have been urged for many years past and the findings of the Commission on this particular point are decidedly interesting. They approve of the teaching of nature study in primary schools and even suggest supplementary payments to rural teachers who can give this teaching, but they deprecate any idea that such simple teaching can, or should, amount to a pretence of imparting knowledge of agricultural methods to such young children. They even go further. For some years past there have been two types of secondary school, one frankly vocational, which taught theoretical and practical agriculture on what would appear to be very well thought-out and intensive lines: it was thought that this type of school would be particularly attractive to the rural population.

The other type offers a general education, but with a certain bias towards agriculture. Not only has the first type proved strangely unpopular, but the Commissioners are of opinion that it should cease to exist, their reasons being that parents are not prepared to choose a profession for their boys at such an early age as twelve or thirteen, and that the whole idea of having expensive special establishments giving practically nothing but vocational education at this age is artificial. The strong opinion expressed on this point by the Commissioners is noticeable in view of the importance of agriculture to Indian life and the undoubted desire of the Commissioners to encourage improved agricultural practice in every feasible way. For instance, there are a large number of recommendations on higher education in agriculture, research work in agriculture, and short courses to be initiated at agricultural colleges.

AGRICULTURAL STATISTICS

The compilation of agricultural statistics of a uniform type for all India began in 1884. The statistics published by the Government of India which have an agricultural bearing deal with : (a) cultivation and crops ; (b) livestock and implements ; (c) vital statistics ; and (d) economic data.

For the improvement of the statistical data the chief suggestions of the Commission are the following : (1) expediting the date of issue of some of the publications, e.g. the *Agricultural Statistics of India* ; (2) publication of some information, e.g. crop forecasts, in leaflet form and in the vernacular, for wider use ; (3) revival of the annual returns of railway and river-borne trade, showing the movement of agricultural products within the country ; (4) simultaneous taking of the quinquennial census of livestock in all Provinces ; and (5) extension of the scope of statistics to such social-economic problems as indebtedness, mortgage debt, and fragmentation of holdings.

The Commission draw attention to the increasing importance that is being attached all over the world to statistical research as an aid to the formation of social policies. They point out the importance of establishing a bureau of statistical information in each Province, with a well-qualified officer as director, to whom would be entrusted the duty of studying all aspects of the economic and social progress of the Province.

The most important recommendation of the Commission in this connection is, however, the reconstitution by the Central Government of the Department of Statistics as a separate department, with a view to helping the development of a school of statistical interpretation. The active support of the non-official sections of the community should be secured and provision should be made for advisory boards on which representative leading economists, scientists, and business men, will find a place, as well as officials of the departments interested. In the Commission's view, there would thus gather round the Central Bureau of Statistical Information the beginnings of a Royal Statistical Society for India.

THE AGRICULTURAL SERVICES

Regarding the agricultural services, the Commission state their firm conviction that the directorship of agriculture is one of the key posts in rural development, and that agricultural advance in a very great degree depends upon the suitability of the officer appointed; they recommend that directors of agriculture should be placed on an equality with the heads of other important departments such as those of Public Instruction and Forests.

The Commission are of opinion that the next most important position is that of principal of an agricultural college, and that if India is to achieve a great measure of self-sufficiency in the matter of higher agricultural training, it is essential that the standard of teaching in the agricultural colleges should be a high one. They therefore recommend that the teaching side of the agricultural colleges should be strengthened, and that the professorships and senior lecturer-ships in agriculture, agricultural economics, botany, chemistry and similar subjects should be filled by officers of the Indian Agricultural Service.

The Commission further suggest that the problems of agricultural research in India demand a specialised type of officers who combine scientific knowledge and technique of the first order with the vision and creative power essential to the opening up of new and original lines of work; that the field of recruitment for the Superior Provincial Service in any Province ought not to be restricted to the Province itself or to India; and that the superior staff of the Research Institute at Pusa, which is expected to set a standard for all research institutions in India and to become a centre for post-graduate study for past students of the provincial agricultural colleges, should consist of research workers and teachers of the highest calibre, who should be recruited as members of a permanent service, to be called the Central Agricultural Research Service. The Commission also make various recommendations for scales of salary and other matters.

MISCELLANEOUS RECOMMENDATIONS

Among other minor recommendations of the Commission the most important are the following: (1) a definite agricultural organisation for the minor Provinces at the expense of the Central Government, if necessary; (2) closer relations between meteorology and agriculture and the responsibility of Agricultural Departments for meteorological studies, especially in relation to the influence of weather conditions on growing crops; and (3) the continued adherence of India to the International Institute of Agriculture at Rome.

In conclusion, the Commission observe that of all the factors making for prosperous agriculture, by far the most important is the outlook of the peasant himself, that the demand for a better life can

be stimulated only by deliberate and concerted efforts to improve the general conditions of the countryside, and that the responsibility for initiating the steps required to effect this improvement rests with the Government.

Conditions of Labour and Methods of Recruiting in Malaya

In the autumn of 1927, Dr. A. G. Vreede, the Chief of the Labour Office of the Dutch East Indies, accompanied by Mr. P. J. J. Michielsen, the Chief of the Labour Inspectorate for the Outer Possessions, visited the Straits Settlements, the Federated Malay States, and Ceylon, in order to study the conditions of labour and the methods of recruiting labour. Dr. Vreede's report¹, which is published as No. 4 of the publications of the Labour Office of the Dutch East Indies, is a document of considerable importance for the study of the question of contract labour.

The visit was an official one, made under an Order of the Governor-General of the Dutch East Indies of 27 July 1927, and was facilitated in every way by the British authorities. "The main purpose of our visit", states Dr. Vreede in the introduction to the part of the report dealing with Malaya, "was to investigate, now that the [Dutch East] Indian Government has decided gradually to abolish the 'penal sanctions' in this country, whether such abolition had really been fully carried out in the Malay Peninsula, what methods had been adopted, and what solution had been found for the problem of providing sufficient labour in a very sparsely populated country, with a comparatively large number of undertakings, without recourse to special measures of compulsion in order to secure the observance of labour contracts."

Summarising the results of his investigations Dr. Vreede says :

"It will be seen from the following report that, when full allowance is made for the great difference between the meaning of such terms and juridical conceptions as 'free labour', 'indentured labour', 'contract labour', 'free immigrants', and their Dutch equivalents, it can be unreservedly stated that investigation both into the state of legislation and into the actual conditions on the plantations shows that labour on the plantations in Malaya is really free, that all measures of compulsion have been abolished, and that an ample supply of satisfactory labour is nevertheless available, thanks to an excellently organised recruiting system from which abuses have been eliminated

¹ A. G. VREEDÉ : *Rapport omtrent de arbeidstoestanden in en de werving van arbeidskrachten voor de Straits Settlements, de Federated Malay States en Ceylon*. Publicaties van het Kantoor van Arbeid No. 4. Landsdrukkerij, Weltevreden.

as far as is humanly possible. The labour problem, which is at present causing so much anxiety in our territories, has been solved in the colonies we have visited in a manner which, generally speaking, is satisfactory to both employers and workers.

"On the basis of what we have heard and seen, Mr. Michielsen and I can completely subscribe the following declarations which were made to me by one of the high officials of the Labour Department and by the Secretary of the Planters' Association of Malaya. The first declaration runs (textually): 'On the whole I believe planters are well satisfied with their free Indian labour and they can produce rubber at a very low cost.' The declaration on behalf of the Planters' Association (also textually) said: 'Apart from dissatisfaction because of crimping, planters generally appear to be quite satisfied with the present as regards labour. I think I may say they have all the labour they want and not at all at an extravagant price.'

"In the annual report 1926/1927 of the Planters' Association of Malaya I read: 'Labour conditions on estates continue to be satisfactory, the outstanding feature of the year being the record immigration of 174,795, whilst departures at 66,184 are lower in proportion than previous years.'

"Broadly speaking, it can further be stated that the treatment of the workpeople was very friendly — a natural effect of free labour — that there was very little commanding in a high tone or use of foul and abusive language, not to mention beating — all of which, when added to the impossibility of leaving a plantation, are such a constant source of bitterness — that attacks on overseers are unknown, and that considerable latitude is allowed to the coolies as regards going to work or staying at home to rest."

Dealing with the conditions of life and labour of the coolies in Malaya, the author remarks that, as a rule, their own language (Tamil) is used in speaking to them. Even when the difference in the cost of living is taken into account, the coolies are better paid for shorter hours of work than in the Dutch Indies, although the actual amount they receive is much the same owing to the higher degree of absenteeism. Coolies in Malaya have also more opportunity for working extra hours and for adding to their earnings in various ways. On the better type of plantations they receive various kinds of bonuses: free vegetables, coconuts, ground for kitchen gardens, and sometimes fish; rice is, however, dearer than in the Dutch Indies. No income tax is paid in Malaya. Housing, on the average, is not below the Dutch Indian level, but hospital accommodation and hygiene generally are very much below the standard of the plantations in the Outer Possessions and that found sometimes in Java. On the other hand, the unsound and inadequate system of recruiting in the Dutch colonies cannot be compared with the unexceptionable recruiting methods, strictly supervised by the public authorities, which are used to obtain labour in the Madras Presidency for the plantations in Malaya.

It was the reform of the recruiting system which made it possible, when the Government of British India pressed for the abolition of the long-term contracts and then of the penal sanctions, to effect this abolition without harm to industry and in a very short time. It is true that there were factors which greatly contributed to the success

of the recruiting system : the indescribable poverty in various parts of Madras, the vast population which is unable to find sufficient employment at home, and the thriftiness of most Tamils. But these conditions existed at the beginning of the present century, when the recruiting system worked as badly as does that employed to-day in the villages of Java, and failed to obtain enough labour. Moreover, there is great competition in Madras to obtain labour for Ceylon, Burma, Assam, and Nilgiri, and it is only by a good recruiting system and by keeping up the reputation of Malaya in the eyes of the Tamils that the Immigration Fund has been able to keep up a strong current of emigration to the Malay Peninsula. The Immigration Fund, however, which the author describes as a shining example of complete co-operation between the public authorities and the planters, has been so successful that it is at present more necessary to limit immigration than to stimulate it.

Referring to "crimping", which is here used in the sense of unfairly inducing coolies already in employment to work for another plantation, Dr. Vreede quotes a plantation manager as saying, "We all crimp." Most plantations send out an overseer from time to time to obtain labour locally, and, as the less satisfactory elements amongst the coolies pay very little attention to the obligation to give one month's notice, such local recruiting easily becomes crimping. Such crimping is not ordinarily practised by good plantations ; it is very little cheaper than regular recruiting and the labour obtained is less satisfactory. Crimping is, however, always an irritating phenomenon and in busy periods is felt by planters to be a serious danger.

The author considers that the conditions of labour on the big plantations in Malaya are very praiseworthy. The freedom of the coolies to seek employment where they choose has naturally resulted in good treatment, suited to the racial character of the coolies. Good plantations speak with pride of the labour force which they have built up in the course of years ; and, now that they have become accustomed to free labour, few planters would wish to return to the compulsory system, which they consider inferior.

On the other hand, Dr. Vreede states, those who know the strict, almost military, methods of management, which the penal sanction system makes possible, are struck with the fact that the system in Malaya needs improvement from the point of view of the management of the plantations. The methods of rubber growing appeared to be more primitive than in the Dutch East Indies. There is more absenteeism, hours of work are sometimes too short, the output of labour is not satisfactory, and the labour turnover too considerable. When the change is made in the Outer Possessions from the penal sanction system to that of civil responsibility, the superior Dutch methods of plantation administration must be maintained. The author makes the same observation as regards the far superior conditions of hygiene and hospital accommodation on the Dutch East Indian plantations

STATISTICS

Employment and Unemployment

Table I giving unemployment statistics shows for certain countries the percentage of workers unemployed. In some cases these percentages are based on data compiled by the trade unions in respect of their members, while in other cases they refer to the workers covered by unemployment insurance laws. For some countries for which no such data are available information is given as to the numbers registered at various dates at the employment exchanges as unemployed or the number of unemployed workers who have received assistance. Table II gives index numbers of employment for certain countries.

In the *Review* for July 1924 and later months an outline was given of the methods by which the statistics given in the tables are compiled, together with particulars of the original sources in which they are published. A note on new series for Poland is given below.

Poland.

In place of the number of unemployed registered by the public employment exchanges, statistics are given for the first time of the number and percentage (a) of industrial workers (excluding agricultural and transport workers, domestic servants, young persons, and intellectual workers) wholly unemployed and (b) of workers partially unemployed, i.e. working from 1 to 5 days per week. The figures relating to wholly unemployed workers are published in the monthly *Konjunktura Gospodarcza* ("Polish Business Conditions"), and those of partially unemployed workers in the quarterly *Statistique du Travail*.

TABLE I. STATISTICS OF UNEMPLOYMENT

| Date (end of month) | Germany | | | | Number unem- ployed in receipt of benefit | Australia | | Belgium | | | |
|---|----------------------|--------------|-------------------------|--------------|--|---------------------------|--------------|-------------------------------------|--------------|-------------------------|--------------|
| | Trade unionists | | | | | Number unem- ployed | Per cent. | Unemployment insurance societies | | | |
| | Wholly unemployed | | Partially unemployed | | | | | Wholly unemployed | | Partially unemployed | |
| | Number | Per cent. | Number | Per cent. | | | | Number | Per cent. | Number | Per cent. |
| 1929 Jan. | 874,050 | 19.4 | 391,970 | 8.7 | 1,721,594 | * | * | 22,657 | 3.5 | 24,945 | 3.9 |
| Feb. | 1,015,843 | 22.3 | 407,128 | 8.9 | 1,518,710 | * | * | 28,772 | 4.6 | 42,197 | 6.8 |
| March | 765,224 | 16.9 | 364,820 | 8.0 | 1,456,334 | 39,159 | 9.3 | 6,025 | 0.9 | 21,519 | 3.4 |
| April | 505,400 | 11.1 | 324,515 | 7.1 | 1,125,968 | * | * | 2,507 | 0.4 | 12,361 | 1.9 |
| May | 419,373 | 9.1 | 315,191 | 6.8 | 807,750 | * | * | 2,382 | 0.4 | 8,686 | 1.4 |
| June | 393,749 | 8.5 | 308,699 | 6.7 | 722,948 | 40,996 | 10.0 | 2,559 | 0.4 | 11,194 | 1.8 |
| July | 395,202 | 8.6 | 315,739 | 6.9 | 710,499 | * | * | 4,037 | 0.6 | 16,452 | 2.6 |
| Aug. | 410,481 | 8.9 | 322,824 | 7.0 | 725,757 | * | * | 3,200 | 0.5 | 15,614 | 2.5 |
| Sept. | 442,312 | 9.6 | 315,150 | 6.8 | 748,610 | 52,480 | 12.1 | 3,492 | 0.5 | 16,714 | 2.6 |
| Oct. | 498,604 | 10.9 | 319,489 | 7.0 | 889,492 | * | * | 3,261 | 0.5 | 13,930 | 2.2 |
| Nov. | 634,790 | 13.7 | 351,947 | 7.6 | 1,200,396 | * | * | 6,895 | 1.1 | 13,176 | 2.1 |
| Dec. | 922,681 | 20.1 | 389,278 | 8.5 | 1,774,571 | — | — | — | — | — | — |
| 1930 Jan. | — | — | — | — | — | * | * | — | — | — | — |
| Number on which latest percentages are based | 4,583,185 | | | | * | 433,388 | | 636,177 ¹ | | | |

¹ Provisional figures.

The sign * signifies "no figures published". The sign — signifies "figures not yet received".

TABLE I (cont.)

| Date (end of month) | Austria | Canada | | Denmark | | Danzig (Free City of) | Estonia | United States | Finland | France |
|---|--|---------------------------|--------------|-------------------------------------|-------------------|--|---|-----------------------------------|---|---|
| | Compulsory insurance | Trade unionists | | Trade union unem- ployment funds | | Number of unem- ployed regis- tered | Number of unem- ployed remaining on live register | Trade unionists | Number of unem- ployed registered | Number unem- ployed in receipt of benefit |
| | Number unemployed in receipt of benefit | Number unem- ployed | Per cent. | Number un- employed | Per cent. | | | Perce- tage unem- ployed | | |
| 1929 Jan. | 245,984 | 11,850 | 6.3 | 75,900 ¹ | 27.9 | 15,778 | 6,329 | 15 | 4,731 | 1,604 |
| Feb. | 264,148 | 12,834 | 6.8 | 81,090 ¹ | 29.8 | 18,565 | 4,624 | 15 | 4,155 | 3,527 |
| March | 225,035 | 11,662 | 6.0 | 59,590 ¹ | 21.9 | 18,227 | 4,165 | 14 | 3,190 | 1,078 |
| April | 167,107 | 10,382 | 5.5 | 36,460 ¹ | 13.4 | 15,011 | 3,014 | 12 | 3,045 | 706 |
| May | 130,469 | 7,750 | 4.0 | 31,000 ¹ | 10.8 | 11,135 | 2,169 | 11 | 1,280 | 570 |
| June | 110,266 | 5,723 | 2.9 | 28,000 ¹ | 10.3 | 8,876 | 1,110 | 9 | 1,157 | 394 |
| July | 104,399 | 6,400 | 3.0 | 26,900 ¹ | 9.6 | 9,007 | 780 | 9 | 1,284 | 399 |
| Aug. | 101,845 | 7,151 ¹ | 3.5 | 25,500 ¹ | 9.1 | 8,958 | 609 | 9 | 1,859 | 403 |
| Sept. | 104,947 | 7,654 | 3.7 | 24,260 ¹ | 8.7 | 9,296 | 902 | 10 | 2,711 | 385 |
| Oct. | 125,850 | 12,716 | 6.0 | 27,500 ¹ | 10.2 | 10,664 | 3,065 | 11 | 5,637 | 396 |
| Nov. | 167,487 | 19,832 | 9.3 | 34,00 ¹ | 12.5 ¹ | 13,146 | 5,283 | 12 | 9,495 | 577 |
| Dec. | 266,567 | — | — | 55,077 ¹ | 19.9 ¹ | 15,200 ¹ | 6,055 | 16 ¹ | 8,517 | 817 |
| 1930 Jan. | 273,197 | — | — | 55,900 ¹ | 20.2 ¹ | 19,282 | — | 19 ¹ | — | 1,484 |
| Number on which latest percentages are based | * | 212,973 | | 277,259 | | * | * | 270,000 | * | * |

¹ Approximate figures.² Provisional figures.

| Date (end of month) | Great Britain and Northern Ireland | | | | Hungary | | | Irish Free State | | Italy | |
|---|------------------------------------|--------------|------------------------|--------------|---------------------------|---------------------------|-------------------|---------------------------|--------------|--------------------------------------|------------------------------|
| | Compulsory insurance | | | | Trade unionists | | | Compulsory insurance | | Number of unem- ployed registered | |
| | Wholly unemployed | | Temporary stoppages | | Christian | Social-Democratic | | Compulsory insurance | | Number of unem- ployed registered | |
| | Number | Per cent. | Number | Per cent. | Number unem- ployed | Number unem- ployed | Per cent. | Number unem- ployed | Per cent. | Wholly unem- ployed | Partially unem- ployed |
| 1929 Jan. | 1,169,633 | 9.8 | 296,104 | 2.5 | 691 | 16,421 | 10.9 | * | * | 461,889 | 16,655 |
| Feb. | 1,161,184 | 9.8 | 292,680 | 2.4 | 825 | 18,165 | 12.1 | 31,111 | 11.1 | 489,347 | 15,854 |
| March | 1,003,575 | 8.4 | 200,210 | 1.7 | 838 | 16,330 | 10.8 | * | * | 293,277 | 15,846 |
| April | 945,820 | 8.0 | 235,555 | 1.9 | 768 | 14,565 | 9.1 | * | * | 257,603 | 16,989 |
| May | 900,562 | 7.6 | 276,922 | 2.3 | 787 | 13,266 | 8.8 | 24,256 | 8.6 | 227,682 | 8,713 |
| June | 884,549 | 7.4 | 279,108 | 2.4 | 787 | 13,921 | 9.5 | * | * | 193,325 | 10,970 |
| July | 881,189 | 7.4 | 296,318 | 2.5 | 801 | 13,964 | 9.3 | * | * | 201,868 | 13,503 |
| Aug. | 918,550 | 7.7 | 280,332 | 2.4 | 833 | 14,007 | 9.5 | 21,834 | 7.8 | 216,666 | 19,650 |
| Sept. | 937,795 | 7.9 | 265,627 | 2.2 | 783 | 13,922 | 9.5 | * | * | 228,831 | 16,835 |
| Oct. | 992,669 | 8.2 | 261,711 | 2.2 | 967 | 14,215 | 9.7 | * | * | 297,382 | 17,793 |
| Nov. | 1,061,618 | 8.8 | 263,987 | 2.2 | 1,033 | 15,910 | 10.3 | 26,186 | 9.2 | 332,833 | 19,694 |
| Dec. | 1,071,849 | 8.9 | 272,371 | 2.2 | 1,107 | 19,181 | 13.0 | * | * | 408,748 | 21,349 |
| 1930 Jan. | 1,183,974 | 9.8 | 336,474 | 2.8 | 1,161 | 21,533 | 14.5 ¹ | * | * | 466,231 | 23,185 |
| Number on which latest percentages are based | 12,094,000 | | | | * | 150,100 ¹ | | 284,382 | | * | * |

¹ Approximate figures.

The sign * signifies "no figures published". The sign — signifies "figures not yet received".

TABLE I (cont.)

| Date (end of month) | Latvia | Norway | | New Zealand | | Netherlands | | Poland | | | | |
|---|---|--------------------------------|--------------|---|---------------------------|--------------|--|--------------|----------------------|--------------|-------------------------|--------------|
| | Number unem- ployed remaining on live register | Trade unionists (10 unions) | | Number unem- ployed remaining on live register | Trade unionists | | Unemployment insurance societies | | Industrial workers | | | |
| | | Number unem- ployed | Per cent. | | Number unem- ployed | Per cent. | Number unem- ployed | Per cent. | Wholly unemployed | | Partially unemployed | |
| | | | | | | | | | Num- ber | Per cent. | Num- ber | Per cent. |
| 1929 Jan. | 12,856 | 7,915 | 22.2 | 24,393 | * | * | 61,784 | 18.9 | 143,400 | 16.0 | 32,349 | 6.1 |
| Feb. | 10,909 | 7,591 | 21.0 | 24,584 | 5,216 | 9.2 | 66,041 | 19.8 | 158,900 | 17.7 | 56,789 | 10.7 |
| Mar. | 9,067 | 7,279 | 20.0 | 23,821 | * | * | 51,882 | 15.1 | 152,500 | 16.9 | 62,679 | 11.7 |
| April | 7,281 | 6,277 | 17.0 | 22,228 | * | * | 12,413 | 3.5 | 131,100 | 14.4 | 98,044 | 17.5 |
| May | 1,433 | 4,694 | 12.5 | 18,000 | 5,276 | 9.3 | 10,820 | 3.0 | 104,200 | 11.6 | 135,608 | 23.5 |
| June | 1,236 | 4,337 | 11.3 | 14,547 | * | * | 9,987 | 2.6 | 91,000 | 10.2 | 92,525 | 16.0 |
| July | 1,205 | 3,999 | 10.2 | 12,417 | * | * | 12,030 | 3.1 | 84,300 | 9.7 | 81,401 | 14.4 |
| Aug. | 1,008 | 4,245 | 10.7 | 12,493 | 5,226 | 9.4 | 12,701 | 3.3 | 77,500 | 9.0 | 74,342 | 13.1 |
| Sept. | 1,582 | 4,854 | 12.1 | 15,525 | * | * | 12,517 | 3.5 | 68,700 | 8.0 | 69,545 | 12.2 |
| Oct. | 3,874 | 5,682 | 14.0 | 18,420 | * | * | 13,639 | 3.5 | 76,818 | 8.9 | 84,717 | 14.3 |
| Nov. | 8,124 | 6,256 | 15.4 | 20,546 | 3,018 | 5.6 | 20,941 | 5.3 | 108,200 | 12.5 | 89,628 | 15.7 |
| Dec. | 7,713 | — | — | 22,092 | * | * | 55,247 | 14.1 | — | — | — | — |
| 1930 Jan. | — | — | — | 22,549 | * | * | — | — | — | — | — | — |
| Number on which latest percentages are based | * | 40,694 | * | 56,534 | 390,620 | 859,015 | 570,768 | | | | | |

Provisional figures.

| Date (end of month) | Palestine | Romania | Russia | Sweden | | Switzerland | | Czechoslovakia | Yugoslavia | |
|---|---|---|---|---------------------------|--------------|------------------------------|--|--------------------------------|------------|--|
| | Esti- mated number unem- ployed | Num- ber unem- ployed remain- ing on live register | Number unem- ployed remaining on live register | Trade unionists | | Unemploy- ment funds | | Trade union insurance funds | | Number unem- ployed regis- tered |
| | | | | Number unem- ployed | Per cent. | Per cent. unemploy- ed | Number unemployed in receipt of benefit | Per cent. | | |
| | | | | | | | | | Wholly | |
| 1929 Jan. | 4,300 | 77,761 | 1,666,500 | 43,424 | 14.9 | * | * | 31,819 | 2.7 | 10,490 |
| Feb. | 3,900 | 65,966 | 1,717,200 | 44,254 | 14.6 | * | * | 36,147 | 3.1 | 13,995 |
| March | 4,000 | 57,791 | 1,755,500 | 44,250 | 14.2 | 1.6 | 1.7 | 30,526 | 2.7 | 11,953 |
| April | 3,400 | 38,748 | 1,772,200 | 35,989 | 12.0 | * | * | 26,835 | 2.4 | 9,915 |
| May | 3,450 | 6,819 | 1,593,000 | 24,452 | 8.1 | * | * | 21,866 | 1.9 | 10,583 |
| June | 3,450 | 5,849 | 1,448,000 | 21,764 | 7.4 | 0.7 | 1.0 | 19,436 | 1.9 | 9,017 |
| July | 2,700 | 3,909 | 1,310,600 | 20,048 | 6.5 | * | * | 16,859 | 1.6 | 7,652 |
| Aug. | 2,700 | 3,714 | 1,264,000 | 19,914 | 6.3 | * | * | 18,674 | 1.8 | 5,790 |
| Sept. | 2,500 | 5,171 | 1,268,600 | 22,271 | 7.2 | 0.8 | 0.9 | 19,468 | 1.9 | 6,755 |
| Oct. | 2,300 | 5,481 | 1,259,800 ¹ | 27,529 | 8.6 | * | * | 16,248 | 1.5 | 4,739 |
| Nov. | 2,300 | 6,958 | 1,274,700 ¹ | 33,581 | 10.4 | * | * | 17,108 | 1.6 | 5,026 |
| Dec. | 2,250 | 6,866 | — | 53,977 | 16.6 | 4.2 | 3.3 | 30,170 | 2.8 | 5,663 |
| 1930 Jan. | — | — | — | — | — | — | — | — | — | — |
| Number on which latest percentages are based | * | * | * | 325,838 | 296,387 | 1,308,249 | * | | | |

¹ Provisional figures.

The sign * signifies "no figures published".

The sign — signifies "figures not yet received".

TABLE II. INDEX NUMBERS OF EMPLOYMENT

| Date (end of month) | Germany ¹ | Canada ¹ | Estonia ¹ | United States | Great Britain | | Switzerland |
|---|---|-----------------------------------|---|--|---|--------------------|--|
| | Membership of sickness funds on 1 Jan. 1925 = 100 | Number employed in 1926=100 | Number employed on 1 Jan. 1927 = 100 | Average number employed in 1926=100 | Number employed in 1924 = 100 | | Number employed in March 1925 = 100 |
| | | | | | Including: | Excluding: | |
| | | | | | Persons directly involved in trade disputes | | |
| 1929 Jan. | 98.7 | 110.5 | 112.1 | 95.2 | * | * | * |
| Feb. | 95.2 | 111.4 | 114.2 | 97.4 | 105.2 | 105.4 | * |
| March | 102.2 | 110.4 | 115.3 | 98.6 | * | * | — |
| April | 109.6 | 116.2 | 114.9 | 99.1 | * | * | * |
| May | 112.2 | 122.4 | 122.8 | 99.2 | 107.6 | 107.9 | * |
| June | 112.7 | 124.7 | 124.3 | 98.8 | * | * | — |
| July | 112.5 | 127.8 | 119.2 | 98.2 | 107.8 ^a | 108.1 ^a | * |
| Aug. | 112.3 | 126.8 | 114.7 | 98.6 | 107.6 | 108.0 | * |
| Sept. | 111.7 | 125.6 | 112.3 | 99.3 | 107.6 | 108.0 | — |
| Oct. | 110.8 | 124.6 | 110.8 | 98.3 | — | — | * |
| Nov. | 108.1 | 119.1 | 110.3 | 94.8 | — | — | * |
| Dec. | 101.8 | — | 106.7 | — | 106.4 | 106.8 | 110.5 |
| 1930 Jan. | — | — | — | — | 105.7 | 104.1 | * |
| Number on which latest figures are based | * | 1,038,880 | 39,131 | 3,387,035 | * | * | 220,819 |

¹ The figures relate to the 1st of the following month.

^a These series have been rectified, and are published monthly from 1 July 1929 onwards. The sign * signifies "no figures published". The sign — signifies "figures not yet received".

Index Numbers of the Cost of Living and Retail Prices

Tables I to V give for a number of countries index numbers of the cost of living, food, clothing, heating and lighting, and rent. Notes on the sources and methods of compilation of the statistics were given in the *Review* for July 1924 and later months. A note on the new series for Mexico is given below.

Mexico: *Estadística Nacional*.

Food index numbers from the monthly bulletin of the National Statistical Department of Mexico are given below for the first time. The index, which refers to the whole country, is an unweighted geometric mean of the prices of the following articles of prime necessity: rice (second quality), sugar, coffee, charcoal, beef (second quality), pork, red peppers, dried beans, home-grown flour, milk, maize, American butter, salt. The series has been calculated from 1924 onwards. Base: 1923 = 100.

TABLE I. COST-OF-LIVING INDEX NUMBERS

(Base, as far as possible, July 1914 = 100)

| Country | South Africa (Union) | Germany | Australia | Austria | Belgium | Bulgaria | Canada | Chile | China | Denmark | Danzig | Egypt |
|----------------------|----------------------|---------|-----------|---------|---------|----------|--------|----------|--------|---------|--------|-------|
| Towns and localities | 9 | 72 | 6 | Vienna | 59 | 12 | 60 | Santiago | Peking | 100 | Danzig | Cairo |
| 1929 Jan. | 131 | 153 | * | 109 | 216 | 2820 | 100 | 103 | 102 | 173 | 142 | 152 |
| Feb. | 131 | 154 | * | 111 | 217 | 2895 | 99 | 102 | 106 | * | 143 | 153 |
| March | 132 | 157 | 149 | 110 | 216 | 2923 | 100 | 102 | 106 | * | 144 | 152 |
| April | 132 | 154 | * | 109 | 214 | 2940 | 99 | 104 | 107 | 174 | 141 | 150 |
| May | 132 | 154 | * | 109 | 214 | 2982 | 99 | 106 | 103 | * | 142 | 151 |
| June | 132 | 153 | 149 | 111 | 213 | 2987 | 99 | 111 | 102 | * | 142 | 149 |
| July | 131 | 154 | * | 112 | 216 | 3008 | 99 | 111 | 104 | 173 | 141 | 149 |
| Aug. | 131 | 154 | * | 113 | 221 | 2867 | 101 | 112 | 109 | * | 141 | 150 |
| Sept. | 131 | 154 | 143 | 113 | 225 | 2838 | 101 | 114 | 110 | * | 143 | 150 |
| Oct. | 130 | 154 | * | 113 | 229 | 2866 | 101 | 112 | 113 | 172 | 141 | 150 |
| Nov. | 130 | 153 | * | 113 | 229 | — | 102 | 113 | 109 | * | 141 | 151 |
| Dec. | 129 | 153 | — | 113 | 228 | — | 102 | — | 108 | * | 141 | 150 |
| 1930 Jan. | — | 152 | * | 113 | 226 | — | 102 | — | 108 | 170 | 140 | — |

| Country | Estonia | United States | Finland | France | Great Britain | Greece | Hungary | India | Dutch Indies | Irish Free State | Italy | Latvia |
|----------------------|---------|---------------|---------|--------|---------------|--------|----------|--------|-----------------|------------------|-------|--------|
| Towns and localities | Talinn | 32 | 21 | Paris | 630 | 106 | Budapest | Bombay | Java and Madura | 105 | Milan | Riga |
| 1929 Jan. | 117 | * | 1242 | * | 165 | 130 | 118 | 148 | 156 | 177 | 541 | 120 |
| Feb. | 119 | * | 1232 | 547 | 166 | 132 | 121 | 149 | 156 | * | 544 | 121 |
| March | 122 | * | 1229 | * | 162 | 131 | 121 | 149 | 156 | * | 561 | 124 |
| April | 119 | * | 1219 | * | 161 | 131 | 121 | 148 | 154 | 173 | 551 | 125 |
| May | 119 | * | 1210 | 556 | 160 | 129 | 122 | 147 | 154 | * | 542 | 126 |
| June | 119 | 170 | 1215 | * | 161 | 131 | 120 | 147 | 154 | * | 544 | 127 |
| July | 121 | * | 1223 | * | 163 | 131 | 119 | 148 | 155 | 174 | 542 | 127 |
| Aug. | 117 | * | 1232 | 555 | 164 | 129 | 117 | 149 | 157 | * | 537 | 117 |
| Sept. | 115 | * | 1230 | * | 165 | 127 | 113 | 149 | 159 | * | 540 | 110 |
| Oct. | 114 | * | 1236 | * | 167 | 127 | 113 | 149 | 162 | 179 | 545 | 107 |
| Nov. | 111 | * | 1228 | 565 | 167 | 128 | 112 | 150 | 165 | * | 546 | 107 |
| Dec. | 109 | — | 1207 | * | 166 | 128 | 113 | 150 | — | * | — | 109 |
| 1930 Jan. | — | * | 1181 | * | 164 | — | 112 | 143 | — | 179 | — | — |

| Country | Lithuania | Luxemburg | Norway | New Zealand | Netherlands | Peru | Poland | Romania | Russia | Sweden | Switzerland | Czechoslovakia | Yugoslavia |
|----------------------|-----------|-----------|--------|-------------|-------------|------|--------|---------|--------|--------|-------------|----------------|----------------------|
| Towns and localities | 84 | Luxemburg | 31 | 4 | Amsterdam | Lima | Warsaw | 50 | 229 | 49 | 33 | Prague | Croatia and Slavonia |
| 1929 Jan. | 136 | 848 | 181 | * | * | 167 | 124 | 4240 | 210 | * | 161 | 745 | 1848 |
| Feb. | 137 | 859 | 182 | 161 | * | 170 | 128 | 4249 | 214 | * | 161 | 748 | 1876 |
| March | 141 | 852 | 180 | * | 169 | 173 | 125 | 4251 | 218 | 171 | 161 | 754 | 1828 |
| April | 139 | 859 | 180 | * | * | 171 | 125 | 4250 | 228 | * | 159 | 746 | — |
| May | 138 | 853 | 180 | 161 | * | 172 | 125 | 4250 | 230 | * | 160 | 744 | — |
| June | 136 | 864 | 179 | * | 169 | 171 | 123 | 4240 | 229 | 169 | 161 | 744 | — |
| July | 135 | 873 | 180 | * | * | 171 | 123 | — | 232 | * | 161 | 761 | — |
| Aug. | 135 | 884 | 182 | 161 | * | 172 | 123 | — | 231 | * | 162 | 751 | — |
| Sept. | 130 | 898 | 180 | * | 167 | 168 | 123 | — | 236 | 170 | 163 | 735 | — |
| Oct. | 127 | 906 | 180 | * | * | 167 | 124 | — | — | * | 163 | 734 | — |
| Nov. | 126 | 909 | 180 | 161 | * | 167 | 125 | — | — | * | 162 | 735 | — |
| Dec. | 125 | 912 | 179 | * | 167 | 166 | 126 | — | — | 167 | 162 | 737 | — |
| 1930 Jan. | 123 | 896 | 178 | * | * | 168 | 121 | — | — | * | 161 | — | — |

¹ 1921 = 100. ² 1926 = 100. ³ New series; base: March 1928 = 100. ⁴ 1927 = 100.
⁵ 1913 = 100. ⁶ Quarterly averages. ⁷ 1911-1913 = 100.
 The sign * signifies "no figures published". The sign — signifies "figures not yet received".

TABLE II. FOOD INDEX NUMBERS

(Base, as far as possible, July 1914 = 100)

| Country | South Africa (Union) | Germany | Australia | Austria | Belgium | Bulgaria | Canada | Chile | China | Denmark | Egypt | Spain |
|----------------------|----------------------|---------|-----------|---------|---------|----------|--------|----------|---------|---------|-------|--------|
| Towns and localities | 9 | 72 | 30 | Vienna | 59 | 12 | 60 | Santiago | Peiping | 100 | Cairo | Madrid |
| 1929 Jan. | 115 | 153 | 161 | 120 | 217 | 2817 | 100 | 105 | 102 | 147 | 146 | 184 |
| Feb. | 115 | 156 | 161 | 123 | 217 | 2891 | 99 | 103 | 107 | * | 145 | 183 |
| March | 117 | 159 | 160 | 121 | 215 | 2924 | 100 | 105 | 107 | * | 144 | 184 |
| April | 119 | 154 | 162 | 119 | 212 | 2951 | 98 | 108 | 108 | 150 | 141 | 184 |
| May | 119 | 154 | 160 | 120 | 210 | 3003 | 98 | 112 | 103 | * | 141 | 182 |
| June | 118 | 154 | 161 | 121 | 208 | 3010 | 98 | 123 | 102 | * | 139 | 179 |
| July | 116 | 156 | 160 | 123 | 212 | 3034 | 99 | 123 | 104 | 149 | 140 | 177 |
| Aug. | 115 | 155 | 161 | 124 | 220 | 2884 | 104 | 126 | 110 | * | 139 | 178 |
| Sept. | 115 | 154 | 162 | 122 | 225 | 2849 | 104 | 132 | 112 | * | 141 | 178 |
| Oct. | 113 | 154 | 165 | 122 | 229 | 2873 | 103 | 127 | 117 | 146 | 139 | 179 |
| Nov. | 112 | 153 | 164 | 122 | 229 | — | 104 | 130 | 111 | * | 141 | 181 |
| Dec. | 112 | 153 | — | 122 | 227 | — | 105 | — | 109 | * | 139 | — |
| 1930 Jan. | — | 150 | — | 123 | 224 | — | 107 | — | 110 | 145 | — | — |

| Country | Estonia | United States | Finland | France | Great Britain | Greece | Hungary | India | Dutch Indies | Irish Free State | Italy |
|----------------------|---------|---------------|---------|--------|---------------|--------|----------|--------|-----------------|------------------|-------|
| Towns and localities | Talinn | 51 | 21 | Paris | 630 | 106 | Budapest | Bombay | Java and Madura | 105 | Milan |
| 1929 Jan. | 128 | 151 | 1156 | 599 | 156 | 135 | 125 | 145 | 155 | 173 | 539 |
| Feb. | 132 | 151 | 1141 | 602 | 157 | 136 | 130 | 146 | 155 | * | 541 |
| March | 136 | 149 | 1135 | 607 | 150 | 136 | 132 | 146 | 155 | * | 570 |
| April | 131 | 148 | 1118 | 615 | 149 | 135 | 131 | 145 | 152 | 164 | 553 |
| May | 130 | 150 | 1104 | 626 | 147 | 136 | 134 | 143 | 152 | * | 537 |
| June | 130 | 151 | 1103 | 624 | 149 | 135 | 129 | 144 | 153 | * | 542 |
| July | 134 | 155 | 1116 | 606 | 153 | 136 | 127 | 145 | 153 | 166 | 538 |
| Aug. | 127 | 156 | 1131 | 606 | 154 | 133 | 124 | 146 | 156 | * | 528 |
| Sept. | 122 | 157 | 1128 | 602 | 156 | 131 | 116 | 146 | 159 | * | 534 |
| Oct. | 120 | 157 | 1137 | 612 | 159 | 131 | 114 | 147 | 161 | 173 | 541 |
| Nov. | 115 | 156 | 1123 | 618 | 159 | 132 | 114 | 147 | — | * | 543 |
| Dec. | 112 | 154 | 1090 | 614 | 157 | 131 | 115 | 148 | — | * | — |
| 1930 Jan. | — | — | 1048 | 609 | 154 | — | 115 | 145 | — | 172 | — |

| Country | Latvia | Mexico | Norway | New Zealand | Netherlands | Peru | Poland | Russia | Sweden | Switzerland | Czechoslovakia | Yugoslavia |
|----------------------|--------|---------------|--------|-------------|-------------|------|--------|--------|--------|-------------|----------------|----------------------|
| Towns and localities | Riga | Whole country | 31 | 4 | 10 | Lima | Warsaw | 229 | 49 | 33 | Prague | Croatia and Slavonia |
| 1929 Jan. | 163 | 101 | 158 | 149 | 90 | 142 | 146 | 212 | 149 | 157 | 812 | 1365 |
| Feb. | 170 | 102 | 157 | 148 | 91 | 147 | 153 | 217 | 149 | 157 | 821 | 1537 |
| March | 169 | 107 | 158 | 146 | 91 | 153 | 146 | 222 | 151 | 156 | 830 | 1480 |
| April | 164 | 104 | 156 | 147 | 89 | 150 | 144 | 236 | 148 | 154 | 815 | — |
| May | 164 | 107 | 156 | 147 | 89 | 150 | 144 | 241 | 148 | 154 | 812 | — |
| June | 175 | — | 156 | 147 | 89 | 149 | 139 | 240 | 148 | 155 | 817 | — |
| July | 172 | — | 157 | 146 | 89 | 149 | 139 | — | 150 | 155 | 843 | — |
| Aug. | 163 | — | 161 | 146 | 90 | 150 | 137 | — | 150 | 156 | 825 | — |
| Sept. | 157 | — | 160 | 147 | 89 | 149 | 138 | — | 150 | 158 | 796 | — |
| Oct. | 157 | — | 160 | 147 | 90 | 148 | 139 | — | 149 | 158 | 791 | — |
| Nov. | 160 | — | 159 | 147 | 90 | 149 | 141 | — | 145 | 157 | 794 | — |
| Dec. | — | — | 157 | 147 | — | 149 | 144 | — | 145 | 157 | 797 | — |
| 1930 Jan. | — | — | 156 | 146 | — | 150 | 131 | — | 144 | 157 | — | — |

¹1921 = 100. ²1926 = 100. ³March 1928 = 100. ⁴1927 = 100. ⁵1913 = 100. ⁶1923 = 100. ⁷1921 1925 = 100. The sign * signifies "no figures published". The sign — signifies "figures not yet received".

BIBLIOGRAPHY

Recent Labour Legislation

The list of laws and orders and international conventions given below continues the list published in previous numbers of the *Review*. The titles are, as a rule, given in the original language, with abbreviated translations of all those other than English, French and German. A brief statement of the subject is added where the title itself does not indicate it. Abbreviated titles of sources have been used.¹ Those entries in the list marked with an asterisk (*) will be reproduced in full in English, French, and German in the *Legislative Series* of the International Labour Office.

LEGISLATION OF 1928

INTERNATIONAL

Latvia-Yugoslavia.

Treaty of Commerce and Navigation between the Kingdom of the Serbs, Croats, and Slovenes and Latvia. Dated 18 October 1928. (*Sluzbene Novine*, 1929, No. 268-CVIII, p. 2004.)

Yugoslavia-Czechoslovakia.

Treaty of Commerce and Navigation between the Kingdom of the Serbs, Croats, and Slovenes and the Czechoslovak Republic. Dated 14 November 1928. (*Sluzbene Novine*, 1929, No. 268-CVIII, p. 1980.)

AUSTRALIA

New South Wales.

An Act to provide for the grant of certain allowances in addition to those already provided for under the Miners' Accident Relief (Repeal) Act, 1916; and

¹ *List of abbreviations*: A. N. = Amtliche Nachrichten des Oesterreichischen Bundesministeriums für Soziale Verwaltung; B. G. Bl. = Bundesgesetzblatt; B. I. R. S. = Boletín del Instituto de Reformas Sociales; B. M. T. = Bulletin du Ministère du Travail; B. O. M. T. = Boletín Oficial del Ministerio de Trabajo, Comercio e Industria; C. S. R. = Commonwealth Statutory Rules; D. R. A. = Deutscher Reichsanzeiger; Drj. Vest. = Drjaven Vestnik; E. K. N. = Ergatiké kai Koinoniké Nomothesia (parartéma B') (published by the Ministry of National Economy); Eph. Kyb. = Ephéméris tès Kybernéséos (Teuchos proton); G. U. = Gazzetta Ufficiale; I. N. K. T. = Izvestia Narodnogo Komissariata Trooda; J. O. = Journal Officiel; Lik. = Likumu un Minustru Kabineta Noteikumu Krajums; R. Arb. Bl. = Reichsarbeitsblatt; R. d. T. = Revue du Travail; R. G. Bl. = Reichsgesetzblatt; S. R. & O. = Statutory Rules and Orders; Sb. z. a n. = Sbirka zákonu a narizení (Collection of Laws and Orders of the Czechoslovak Republic); W. S. M. = Wirtschaftliche und Sozialstatistische Mitteilungen (Rapports économiques et statistique sociale); L. S. = Legislative Series of the International Labour Office.

for the payment thereof out of the Consolidated Revenue Fund ; and for purposes connected therewith. No. 13 of 1928. Assented to 16 June 1928. (Statutes of New South Wales, 1928, p. 124.)

An Act to amend the Co-operation, Community Settlement, and Credit Act, 1923, in certain respects ; to amend the Companies Act, 1899, and certain other Acts ; and for purposes connected therewith. No. 18 of 1928. Assented to 16 June 1928. (Statutes of New South Wales, 1928, p. 151.)

An Act to amend the Marketing of Primary Products Act, 1927, and certain other Acts ; and for purposes connected therewith. No. 19 of 1928. Assented to 16 June 1928. (Statutes of New South Wales, 1928, p. 154.)

An Act to amend the Electrical Contractors and Electricians Licensing Act, 1924, and certain other Acts in certain respects ; and for purposes connected therewith. No. 21 of 1928. Assented to 16 June 1928. (Statutes of New South Wales, 1928, p. 169.)

An Act to constitute a Closer Settlement Fund in lieu of that constituted under the Public Works and Closer Settlement Funds Act, 1906 ; to amend the Public Works and Closer Settlement Funds Act, 1906, the Constitution Act, 1902, the Audit Act, 1902, the Closer Settlement Acts, The Crown Lands Consolidation Act, 1913, and certain other Acts ; and for purposes connected therewith. No. 38 of 1928. Assented to 18 December 1928. (Statutes of New South Wales, 1928, p. 360.)

An Act to amend the Electrical Contractors and Electricians Licensing Act, 1924, and certain other Acts in certain respects ; to repeal the Electrical Contractors and Electricians Licensing (Amendment) Act, 1927, and the Electrical Contractors and Electricians Licensing (Amendment) Act, 1928 ; and for purposes connected therewith. No. 45 of 1928. Assented to 29 December 1928. (Statutes of New South Wales, 1928, p. 415.)

An Act to provide that certain employees of the Sydney Harbour Trust Commissioners shall receive certain superannuation benefits ; to provide that the costs of management of the Superannuation Fund shall be paid out of that Fund ; to amend the Sydney Harbour Trust Act, 1901, the Superannuation Act, 1916, and certain other Acts ; and for purposes connected therewith. No. 47 of 1928. Assented to 29 December 1928. (Statutes of New South Wales, 1928, p. 430.)

An Act to make further provision as to the settlement of returned soldiers ; to validate certain actions of the Minister for Lands ; to amend the Returned Soldiers' Settlement Act, 1916, and certain other Acts ; and for purposes connected therewith. No. 49 of 1928. Assented to 29 December 1928. (Statutes of New South Wales, 1928, p. 442.)

Proclamation under the Electrical Contractors and Electricians Licensing Act, 1924. Regulation No. 3, as proclaimed in the Government Gazette of 16 September 1927, is amended by omitting clause 2 and inserting in lieu thereof new clause 2. Dated 19 June 1928. (N.S.W. Government Gazette, 1928, Vol. 2, No. 79, p. 2816.)

New General Rule 65A of section 55 of the Mines Inspection Act, 1901 : dust prevention in rock crushing plant. Dated 22 June 1928. (N.S.W. Government Gazette, 1928, Vol. 2, No. 79, p. 2877.)

Regulations under Part X of the Industrial Arbitration Act, 1912, as amended. Dated 24 August 1928. (N.S.W. Government Gazette, 1928, Vol. 3, No. 113, p. 3899.)

Regulations for the election of the Railway Service Superannuation Board. Dated 14 September 1928. (N.S.W. Government Gazette, 1928, Vol. 3, No. 131, p. 4250.)

Rule under the Mines Inspection Act, 1901, to amend General Rule 66 of section 55 of the said Act by omitting the word "Flat-man" from the said Rule, and by inserting in lieu thereof the word "Plat-man". Dated 5 October 1928. (N.S.W. Government Gazette, 1928, Vol. 4, No. 139, p. 4447.)

New Regulation 5 under the Mines Rescue Act, 1925 : [consent of nominees to serve on Mines Rescue Station Committees to be obtained in writing]. Dated 26 October 1928. (N.S.W. Government Gazette, 1928, Vol. 4, No. 147, p. 4655.)

CANADA

Alberta.

New Regulation 11 issued by the Workmen's Compensation Board. Gazetted 15 March 1928. (Alberta Gazette, 1928, No. 5, p. 173.)

Proclamation [to declare that the Coal Miners' Wages Security Act, c. 46 of the Statutes of Alberta, 1928, shall come into force on 23 May 1928]. Dated 23 May 1928. (Alberta Gazette, 1928, No. 10, p. 311.)

Minimum Wage Board Order No. 4a governing female employees in personal service occupations. Gazetted 15 December 1928. (Alberta Gazette, 1928, No. 23, p. 695.)

Ontario.

Amendment to Regulation No. 88, made by the Workmen's Compensation Board pursuant to the provisions of the Workmen's Compensation Act. Passed 20 April 1928. Approved 30 April 1928. (Ontario Gazette, 12 May 1928, Vol. LXI, No. 19, p. 639.)

[First-aid kit.]

Order in Council in pursuance of section 4, subsection (2), of the Apprenticeship Act 1928 to provide that "plumber, steamfitter, sheet metal worker and electrician" be added to list of designated trades under Schedule A. Dated 17 July 1928. (Ontario Gazette, 21 July 1928, Vol. LXI, No. 29, p. 1046.)

Order in Council in pursuance of chapter 25, section 17b, of the Apprenticeship Act 1928 to make regulations governing the functions and organisation of the Provincial Apprenticeship Committee. Dated 4 December 1928. (Ontario Gazette, 8 December 1928, Vol. LXI, No. 49, p. 2158.)

Proclamation to name 1 January 1929 as the day on which section 3 of the Act to amend the Mining Act, assented to 3 April 1928 (18 Geo. V, ch. 16), shall come into force. Dated 20 December 1928. (Ontario Gazette, 12 January 1929, Vol. LXVII, No. 2, p. 35.)

Saskatchewan.

Order in Council No. 357/28 to approve Regulations governing the medical examination of certain employees in hotels and other places. Dated 21 March 1928. (Saskatchewan Gazette, 31 March 1928, Vol. XXIV, No. 13, p. 2.)

Order in Council to amend the Regulations governing the medical examination of certain employees in hotels and other places, approved by an Order made in council on the twenty-first day of March 1928, by addition of section 5 [penalties]. Dated 24 April 1928. (Saskatchewan Gazette, 5 May 1928, Vol. XXIV, No. 18, p. 3.)

LEGISLATION OF 1929

TERRITORIES UNDER THE CONTROL OF THE LEAGUE OF NATIONS

Saar Territory.

Ausführungsbestimmungen zur Verordnung zur Behebung der dringendsten Wohnungsnot vom 15. Januar 1921 (Amtsbl., S. 15). Vom 20. August 1929. Nr. 575. (Amtsblatt, 1929, No. 38, p. 450.)

Verordnung betr. das Internationale Abkommen über die Ausstellung von Transitkarten für Auswanderer. Nr. 550. Vom 24. August 1929. (Amtsblatt, 1929, No. 37, p. 431.)

Bekanntmachung betr. Zusammensetzung des Verwaltungsbeirates für die Abteilungen Arbeitswesen und Sozialversicherung der Regierungskommission. Nr. 589. Vom 9. September 1929. (Amtsblatt, 1929, No. 38, p. 452.)

MANDATED TERRITORIES**Palestine.**

Order by the High Commissioner under section 8 of the Regulation of Trades and Industries Ordinance, 1927. Dated 12 September 1929. (Official Gazette, 1929, No. 247, p. 1090.)

[Additions to the list of trades and industries affecting public health.]

ALBANIA

Dekret-Ligja-Organike e Ministris s' Ekonomis Kombëtare. 25 Korrik 1929. (Fletorja Zyrtare, 1929, No. 56, p. 1.)

[Legislative Decree respecting the organisation of the Ministry of National Economy. Dated 25 August 1929.]

ANTIGUA

An Ordinance to prohibit aliens from acting in certain capacities on ships registered in the Presidency. No. 13 of 1929. Assented to 21 October 1929.

AUSTRALIA**Commonwealth.**

Invalid and Old-Age Pensions Regulations. Amendment of regulation 32 under the Invalid and Old-Age Pensions Act 1908-1928. Dated 8 October 1929. (C.S.R., 1929, No. 110.)

New South Wales.

Mines Rescue Act, 1925. Regulation No. 54c under the provisions of the Mines Rescue Act, 1925. Dated 25 January 1929. (N.S.W. Government Gazette, 1929, Vol. 1, No. 10, p. 515.)

Regulation under the Factories and Shops Act, 1912: Repeal of Regulation No. 21 of the Regulations published as a supplement to Government Gazette No. 77 of 14 May 1913. Dated 13 September 1929. (N.S.W. Industrial Gazette, 1929, Vol. XXXVI, No. 3, p. 312.)

Proclamation to make Regulations under the Scaffolding and Lifts Act, 1912. Dated 17 September 1929. (N.S.W. Industrial Gazette, 1929, Vol. XXXVI, No. 3, p. 313.)

BARBADOS

An Act to amend the Harbour and Shipping Master Act 1909 (1909-13). No. 33 of 1929. Assented to 20 July 1929. (Official Gazette, 1929, No. 69, p. 1379.)

BELGIUM

Arrêté royal du 2 juillet 1929, concernant : Loi du 11 mai 1929 portant création d'une caisse centrale du petit crédit professionnel. — Arrêté d'exécution. (Moniteur belge, 1929, No. 194, p. 3662.)

Arrêté royal du 13 juillet 1929, concernant : Primes allouées par l'Etat aux constructeurs et aux acheteurs d'habitations à bon marché. — Exécution : 1^o des arrêtés royaux des 14 août 1922, 30 juillet 1923, 14 février 1924, 24 décembre 1926 et 14 juillet 1928 ; 2^o des arrêtés royaux des 14 octobre 1922, 12 février 1924, 1^{er} avril 1925 et 31 janvier 1929. — Immunisation de 50 pour cent du salaire de la femme lorsque les deux époux exercent une profession. (Moniteur belge, 1929, No. 195, p. 3697.)

Arrêté royal du 13 juillet 1929, concernant : Primes allouées par l'Etat aux personnes qui se font édifier, pour leur usage personnel, une habitation à bon marché. — Exécution des arrêtés royaux des 14 août 1922, 30 juillet 1923, 14 février 1924, 27 décembre 1926, 14 et 15 juillet 1928. — Majoration des maxima

autorisés pour la valeur des immeubles, terrain compris. — Ancien régime prolongé et nouveau régime. (Moniteur belge, 1929, No. 195, p. 3698.)

Arrêté royal du 23 juillet 1929, concernant : Etablissements classés comme dangereux, insalubres ou incommodes. — Peinture au pistolet à air comprimé. — Adjonction de rubrique. (Moniteur belge, 1929, No. 214, p. 3998.)

Arrêté royal du 26 juillet 1929, concernant : Obligation scolaire. — Instruction des enfants dont les parents n'ont pas de résidence fixe. (Moniteur belge, 1929, No. 220, p. 4062.)

CANADA

Alberta.

Proclamation [to declare that on, from, and after 1 June 1929 any building, workshop, structure, or premises at any oil well, or at any gas well, from which oil or gasoline is by any means obtained shall be a "factory" within the meaning of the Factories Act 1926, being c. 52 of the Statutes of Alberta, 1927]. Dated 10 May 1929. (Alberta Gazette, 1929, No. 10, p. 343.)

[Amended and additional Regulations to the Electrical Protection Act, issued by the Workmen's Compensation Board.] Gazetted 31 May 1929. (Alberta Gazette, 1929, No. 10, p. 375.)

Proclamation [to declare that the Boilers Act, being c. 31 of the Statutes of Alberta, 1929, shall come into effect on, from, and after the first day of July 1929]. Dated 25 June 1929. (Alberta Gazette, 1929, No. 12, p. 425.)

Order in Council to make Regulations under the Boilers Act, 1929. Dated 25 June 1929. (Title in : Alberta Gazette, 1929, No. 12, p. 427.)

Proclamation [to declare that the Old-Age Pensions Act, c. 24 of the Statutes of Alberta, 1929, shall come into effect on, from, and after the first day of August 1929.] Dated 10 July 1929. (Alberta Gazette, 1929, No. 13, p. 459.)

Order in Council to make Regulations under the Factories Act, 1926, being c. 52 of the Statutes of Alberta, 1926, governing installation, operation and maintenance of freight and passenger elevators. Dated 15 October 1929. (Alberta Gazette, 1929, No. 20, p. 681.)

British Columbia.

Order in Council No. 1465 to make Regulations under the Electrical Energy Inspection Act. Dated 17 January 1929. (British Columbia Gazette, 1929, No. 3, p. 273.)

Ontario.

Regulation No. 98, made by the Workmen's Compensation Board pursuant to the provisions of the Workmen's Compensation Act. Passed 25 May 1929. (Ontario Gazette, 29 June 1929, Vol. LXII, No. 26, p. 837.)

[Rescue stations.]

Regulation No. 99, made by the Workmen's Compensation Board, pursuant to the provisions of the Workmen's Compensation Act. Passed 5 June 1929. Approved 20 June 1929. (Ontario Gazette, 29 June 1929, Vol. LXII, No. 26, p. 838.)

[Chrome poisoning.]

Proclamation to name 1 November 1929 as the day on which the Old-Age Pensions Act, 1929, c. 73, 19 Geo. V, shall come into force. Dated 31 July 1929. (Ontario Gazette, 24 August 1929, Vol. LXII, No. 34, p. 1485.)

Saskatchewan.

Order in Council to approve Regulations for securing the safety of workers engaged in the operation or maintenance of electrical generating stations and transmission and distribution systems. Dated 31 August 1929. (Saskatchewan Gazette, 21 September 1929, Vol. XXV, No. 38, p. 3.)

CHILE

Decreto número 3.346. — Establece normas generales aplicables a los jubilados, en conformidad a la ley 3.997, de 2 de Enero de 1924. 26 de Junio de 1929. (Diario Oficial, 1929, No. 15455, p. 4624.)

[Decree No. 3346, to lay down general rules for persons in receipt of public pensions, under Act No. 3997 of 2 January 1924. Dated 26 June 1929.]

Decreto número 1.395. — Substituye el número 6º, del artículo 17 del Reglamento de la Ley sobre Organización Sindical. 26 de Julio de 1929. (Diario Oficial, 1929, No. 15449, p. 4492.)

[Decree No. 1395, to amend subsection 6 of section 17 of the Regulations under the Trade Union Act (of 1928). Dated 26 July 1929.]

Decreto número 3.525. — Aprueba el Reglamento del Trabajo del Personal de Aduanas en horas extraordinarias. 20 de Agosto de 1929. (Diario Oficial, 1929, No. 15454, p. 4599.)

[Decree No. 3525, to approve the Overtime Regulations for customs officers. Dated 20 August 1929.]

EGYPT

Arrêté portant modification au tableau des établissements incommodes, insalubres et dangereux. Du 24 septembre 1929 (31 Rabi Tani 1348). (J. O. égyptien, 1929, No. 86, p. 1.)

FINLAND

† Asetus elokuvanäytännöistä. 19 päivänä heinäkuuta 1929. (Suomen Asetuskokoelma, 1929, No. 285, p. 857.)

Förordning angående biografaffeställningar. Den 19 juli 1929. (Finlands Författningssamling, 1929, No. 285, p. 857.)

[Order respecting cinematograph performances. Dated 19 July 1929.]

Sisäasiainministeriön päätös, joka sisältää tarkemmat määräykset elokuvanäytännöstä 19 päivänä heinäkuuta 1929 annetussa asetuksessa säädetyistä tai edellytetyistä turvallisuustoimenpiteistä sekä muusta asetuksen soveltamisesta ynnä valvonnasta. 29 päivänä elokuuta 1929. (Suomen Asetuskokoelma, 1929, No. 286, p. 861.)

Ministeriets för inrikesärendena beslut, innefattande närmare bestämmelser om i förordningen angående biografaffeställningar av den 19 juli 1929 stadgade eller förutsatta säkerhetsåtgärder samt om tillämpning av förordningen i övrigt och dess övervakande. Den 29 augusti 1929. (Finlands Författningssamling, 1929, No. 286, p. 861.)

[Decision of the Ministry of the Interior issuing provisions concerning the safety measures prescribed or provided for in the Order of 19 July 1929 respecting cinematograph performances, the administration of the Order in general and the supervision thereof. Dated 29 August 1929.]

FRANCE

Loi tendant à l'approbation de la convention de commerce et de navigation signée à Athènes, le 11 mars 1929, entre la France et la Grèce. Du 11 septembre 1929. (J.O., 1929, No. 224, p. 10786.)

Loi tendant à l'approbation de la convention commerciale signée à Paris le 30 janvier 1929, entre la France et le royaume des Serbes, Croates et Slovènes. Du 12 septembre 1929. (J.O., 1929, No. 217, p. 10554.)

Loi tendant à l'approbation de la convention de commerce et de navigation signée à Paris, le 15 mars 1929, entre la France et l'Esthonie. Du 12 septembre 1929. (J.O., 1929, No. 217, p. 10554.)

Loi tendant à l'approbation de l'arrangement signé, le 28 mars 1929, additionnel à l'accord commercial du 23 février 1928 entre la France et l'Union économique belgo-luxembourgeoise. Du 15 septembre 1929. (J.O., 1929, No. 224, p. 10798.)

Décret réglementant la mise à la retraite des fonctionnaires des protectorats tunisien et marocain. Du 10 septembre 1929. (J.O., 1929, No. 217, p. 10554.)

Décret modifiant le décret du 22 septembre 1913 relatif à l'organisation du corps des inspecteurs du travail. Du 20 septembre 1929. (J.O., 1929, No. 225, p. 10859.)

Décret modifiant le décret du 9 septembre 1905 modifié relatif aux caisses de secours contre le chômage involontaire. Du 21 septembre 1929. (J. O., 1929, No. 225, p. 10860.)

GILBERT AND ELLICE ISLANDS

An Ordinance to amend further the Gilbert and Ellice Islands (Labour) Regulation 1915. No. 7 of 1929. Assented to 5 October 1929. (Supplement to the Western Pacific High Commission Gazette, 1929, No. 24.)

GOLD COAST COLONY

Regulations made by the Governor in Council under section eleven of the Mining Rights Regulation Ordinance (Cap. 107). No. 24 of 1929. Dated 21 October 1929. (Gold Coast Gazette, 1929, No. 73, p. 1855.)

GREAT BRITAIN

The National Health Insurance (Share Fishermen) Order, 1929, being Provisional Special Order, dated 4 May 1929, made by the National Health Insurance Joint Committee, the Minister of Health, the Department of Health for Scotland and the Ministry of Labour for Northern Ireland, acting jointly, under section 1 of, and Paragraph (g) of Part I of the First Schedule to, the National Health Insurance Act, 1924 (14 and 15 Geo. V, ch. 38), and the National Health Insurance Act (Northern Ireland) 1928 (18 and 19 Geo. V, ch. 11 (N. I.)). (S.R. and O., 1929, No. 842.)

Hygrometers Order in pursuance of Cotton Cloth Factories Regulations, 1929. Dated 7 May 1929. (Factory and Workshop Orders, 1929, p. 290.)

The Unemployment Insurance (Boards of Assessors) Regulations, 1929, dated 17 August 1929, made by the Minister of Labour under [section 35 of] the Unemployment Insurance Act, 1920 (10 and 11 Geo. V, ch. 30). (S. R. and O., 1929, No. 659.)

The National Health Insurance (Medical Benefit) Amendment Regulations (No. 2), 1929, dated 4 September 1929, made by the Minister of Health under the National Health Insurance Acts, 1924 to 1928. (S.R. and O., 1929, No. 800.)

The Safety Lamps (Firedamp Indicator) Order of 10 September 1929. (S.R. and O., 1929, No. 743.)

The Unemployment Insurance (Commencement of Periods) Regulations, 1929, dated 11 October 1929, made by the Minister of Labour under the Unemployment Insurance Act, 1920 (10 and 11 Geo. V, ch. 30) and the Unemployment Insurance (No. 2) Act, 1924 (14 and 15 Geo. V, ch. 30). (S.R. and O., 1929, No. 900.)

GREECE

Act to ratify the Legislative Decree of 23 March 1929 respecting certificates of competency and of special skill in the mercantile marine. Dated 2 June 1929. (Eph. Kyb., I, 1929, No. 218, p. 1963.)

Act to ratify the Legislative Decree of 23 March 1929 respecting the organisation of the pilot corps. Dated 6 June 1929. (Eph. Kyb., I, 1929, No. 196, p. 1785.)

Act No. 4166, to ratify the Legislative Decree of 11 May 1929 respecting safety in navigation and hygiene on board ship. Dated 7 June 1929. (Eph. Kyb., I, 1929, No. 197, p. 1799.)

Act to create an independent Ministry of Health. Dated 15 June 1929. (Eph. Kyb., I, 1929, No. 201, p. 1837.)

Act No. 4202, to ratify the Legislative Decree of 11 May 1929, to facilitate the acquisition of dwellings by public employees through special co-operative societies, etc. Dated 19 July 1929. (Eph. Kyb., I, 1929, No. 235, p. 2081.)

Act No. 4211 to ratify the Legislative Decree of 23 September 1925 to ratify the Draft International Convention respecting the admission of children to employment on board ship. Dated 19 July 1929. (Eph. Kyb., I, 1929, No. 246, p. 2159.)

Act No. 4294 to amend and supplement Act No. 4042 of 1929 respecting the assistance and settlement of persons disabled in the war and the families of persons killed in the war. Dated 6 August 1929. (Eph. Kyb., I, 1929, No. 270, p. 2316.)

Act No. 4307 to supplement and amend the Legislative Decree of 13 November 1927 to ratify the Legislative Decree of 22 April 1926 to amend Act No. 3258 (of 5 January 1925) respecting the provident fund for newspaper employees. Dated 6 August 1929. (Eph. Kyb., I, 1929, No. 276, p. 2355.)

Act No. 4353, to ratify the Legislative Decree of 13 November 1927, to ratify the Legislative Decree of 6 November 1926, to amend and supplement the provisions respecting the composition and duties of the staff of the Labour Directorate, etc., of the Ministry of National Economy. Dated 9 August 1929. (Eph. Kyb., I, 1929, No. 300, p. 2599.)

Act No. 4360, to ratify the Legislative Decree of 23 September 1925, to ratify the Draft Convention respecting facilities for finding employment for seamen. Dated 13 August 1929. (Eph. Kyb., I, 1929, No. 2916, p. 2467.)

Act No. 4397 respecting elementary education. Dated 16 August 1929. (Eph. Kyb., I, 1929, No. 309, p. 2679.)

Act No. 4392, to amend certain provisions of the Legislative Decree of 27 May 1927, respecting the organisation of the mercantile marine. Dated 19 August 1929. (Eph. Kyb., I, 1929, No. 302, p. 2622.)

Act No. 4408, to supplement Act No. 3695 respecting steamboats lying at piers in harbours and the granting of unemployment benefit to boatmen. Dated 20 August 1929. (Eph. Kyb., I, 1929, No. 315, p. 2717.)

Act No. 4434, to institute insurance funds for certain classes of workers (newspaper sellers, mill workers and operative bakers). Dated 26 August 1929. (Eph. Kyb., I, 1929, No. 325, p. 2810.)

Legislative Decree to amend Act No. 3464 to ratify the Legislative Decree of 13 November 1927, to establish a provident fund for owners of motor omnibuses. Dated 11 May 1929. (Eph. Kyb., I, 1929, No. 169, p. 1556.)

Legislative Decree respecting the compulsory employment of Army reservists by private undertakings and the preference to be given to them in the public services and on public bodies. Dated 11 May 1929. (Eph. Kyb., I, 1929, No. 175, p. 1629.)

Legislative Decree respecting safety in navigation and hygiene on board ship. Dated 11 May 1929. (Eph. Kyb., I, 1929, No. 178, p. 1691.)

Decree respecting the administration of Act No. 4202 to ratify the Legislative Decree of 11 May 1929, to facilitate the acquisition of dwellings by public employees through special co-operative societies, etc. Dated 20 July 1929. (Eph. Kyb., I, 1929, No. 236, p. 2089.)

Decree to amend the fourth paragraph of section 138 of the Decree of 28 April 1923, respecting the administration of Consolidated Act No. 2073 on the Mercantile Marine Invalidity Fund. Dated 20 August 1929. (Eph. Kyb., I, 1929, No. 312, p. 2709.)

HONG KONG

An Ordinance to amend the Watchmen Ordinance, 1928. No. 23 of 1929. Assented to 1 November 1929. (Hong Kong Government Gazette, 1929, Vol. LXXV, No. 51, p. 560),

INDIA

Notification No. L-1593. — In exercise of the powers conferred by section 19 of the Trade Disputes Act, 1929 (VII of 1929), to make rules for the purpose of

giving effect to the provisions of the said Aid in respect of industries, businesses and undertakings carried on by the Governor-General or under his authority, or by a railway company. Dated 28 August 1929. (Gazette of India, 1929, No. 35, Part I, p. 1041.)

Notification No. L.-1593. — In pursuance of sub-clause (i) of clause (g) of section 2 of the Trade Disputes Act, 1929 (VII of 1929), to declare certain railway services to be public utility services for the purposes of the said Act. Dated 28 August 1929. (Gazette of India, 1929, No. 35, Part I, p. 1045.)

ITALY

Legge 2 luglio 1929, n. 1289. Conversione in legge del R. decreto-legge 13 maggio 1929, n. 850, concernente disposizioni per la tutela delle operaie ed impiegate durante lo stato di gravidanza e di puerperio. (Numero di pubblicazione : 1922.) (G.U., 1929, No. 176, p. 3551.)

[Act No. 1289 to ratify Royal Legislative Decree No. 850 of 13 May 1929 issuing provisions for the protection of women wage-earning and salaried employees during pregnancy and confinement. Dated 2 July 1929.]

Legge 8 luglio 1929, n. 1271. Conversione in legge del R. decreto-legge 18 marzo 1929, n. 416, contenente norme per il riordinamento della Banca nazionale del lavoro. (Numero di pubblicazione : 1949.) (G.U., 1929, No. 177, p. 3573.)

[Act No. 1271 to ratify Royal Legislative Decree No. 416 of 18 March 1929 issuing rules for the reorganisation of the National Labour Bank. Dated 8 July 1929.]

Legge 8 luglio 1929, n. 1342. Conversione in legge del R. decreto-legge 14 marzo 1929, n. 503, concernente l'ordinamento del "Provveditorato al porto di Venezia". (Numero di pubblicazione : 1984.) (G.U., 1929, No. 181, p. 3655.)

[Act No. 1342 to ratify Royal Legislative Decree No. 503 of 14 March 1929 respecting the organisation of the High Commissariat for the port of Venice. Dated 8 July 1929.]

Legge 8 luglio 1929, n. 1369. Sostituzione del primo comma dell'art. 12 del R. decreto-legge 17 settembre 1925 n. 1819, concernente le Commissioni d'inchiesta sui sinistri marittimi (Numero di pubblicazione : 2017.) (G.U., 1929, No. 184, p. 3710.)

[Act No. 1369, to substitute new provisions for the first paragraph of section 12 of Royal Legislative Decree No. 1819 of 17 September 1925, respecting courts of enquiry into accidents at sea. Dated 8 July 1929.]

Legge 11 luglio 1929, n. 1316. Conversione in legge del R. decreto-legge 11 febbraio 1929, n. 283, che reca disposizioni in materia di edilizia popolare ed economica. (Numero di pubblicazione : 1977.) (G.U., 1929, No. 180, p. 3634.)

[Act No. 1316 to ratify Royal Legislative Decree No. 283 of 11 February 1929 issuing provisions respecting working-class and cheap dwellings. Dated 11 July 1929.]

Legge 19 luglio 1929, n. 1416. Creazione dell' "Istituto nazionale per l'assistenza ai grandi invalidi del lavoro". (Numero di pubblicazione, 2066.) (G.U., 1929, No. 191, p. 3842.)

[Act No. 1416, to establish the National Institution for the assistance of persons seriously disabled in industry. Dated 19 July 1929.]

Regio decreto-legge 3 ottobre 1929, n. 1717. Coordinamento della vigilanza sull'Istituto nazionale di credito per il lavoro italiano all'estero con quella esercitata dal Ministero delle finanze su analoghi istituti di credito. (Numero di pubblicazione : 2358.) (G.U., 1929, No. 233, p. 4484.)

[Royal Legislative Decree No. 1717 to co-ordinate the supervision of the National Credit Institution for Italian labour abroad and the supervision exercised by the Ministry of Finance over similar credit institutions. Dated 3 October 1929.]

Regio decreto-legge 14 novembre 1929, n. 1999. Sostituzione del comma 2° dell'art. 2 del R. decreto-legge 8 maggio 1927, n. 680, relativo alle funzioni del Commissario straordinario dell'Opera nazionale Dopolavoro. (Numero di pubblicazione : 2660.) (G.U., 1929, No. 276, p. 5286.)

[Royal Legislative Decree No. 1999, to amend the second paragraph of section 2 of Royal Legislative Decree No. 680 of 8 May 1927 respecting the functions of the

special Commissioner of the National Institution for Workers' Spare Time. Dated 14 November 1929.]

Decreto Ministeriale 21 maggio 1929 — VII — Indennità dovute nei casi d'infortuni ai palombari adibiti alla pesca delle spugne nelle acque della Tripolitania e Cirenaica. (Bollettino Ufficiale della Cirenaica, 1929, No. 7, p. 553.)

[Ministerial Decree to fix the compensation for industrial accidents to divers engaged in sponge-fishing in the waters of Tripolitania and Cyrenaica. Dated 21 May 1929.]

Regio Decreto 28 luglio 1929, n. 1451. Censimento generale dell' agricoltura italiana. (Numero di pubblicazione : 2108.) (G. U., 1929, No. 194, p. 3884.)

[Royal Decree No. 1451, to provide for a general census of Italian agriculture. Dated 28 July 1929.]

Regio decreto 19 settembre 1929, n. 2009. Esecuzione dell' Accordo relativo all' istituzione d'una carta di transito per emigranti, stipulato tra l'Italia ed altri Stati a Ginevra il 14 giugno 1929. (Numero di pubblicazione : 2688.) (G. U., 1929, No. 282, p. 5422.)

[Royal Decree No. 2009, to carry out the Agreement respecting the adoption of a transit card for emigrants concluded by Italy and other States at Geneva on 14 June 1929. Dated 19 September 1929.]

Decreto ministeriale 31 ottobre 1929. Varianti ad alcuni articoli del decreto Ministeriale 19 aprile 1929, sull' applicazione del R. decreto 24 gennaio 1929, n. 166, relativo all'ordinamento delle maestranze portuali. (G.U., 1929, No. 263, p. 5052.)

[Ministerial Decree to amend certain sections of the Ministerial Decree of 19 April 1929, respecting the administration of Royal Decree No. 166 of 24 January 1929, respecting the organisation of the corps of dock workers. Dated 31 October 1929.]

LATVIA

Papildinājumi instrukcijā pie likuma par lauku iedzīvotāju nodrošināšanu slimības gadījumos. No. 170. 1929. g. 18. Jūlijā. (Lik., 1929, 15. burtnica, p. 294.)

[Additions to the Instructions under the Act respecting the sickness insurance of the inhabitants of rural districts. No. 170. Dated 18 July 1929.]

LUXEMBURG

Arrêté grand-ducal du 9 octobre 1929, portant fixation du maximum du salaire normal en matière d'assurance-maladie.

Grossh. Beschluss vom 9. Oktober 1929, betreffend Festsetzung des Höchstgrundlohnes in Sachen der Krankenversicherung.

(Mémorial, 1929, No. 52, p. 922.)

MALAY STATES (FEDERATED)

An Enactment further to amend the Railways Enactment, 1912. No. 14 of 1929. Assented to 18 August 1929. (Federated Malay States Government Gazette, 1929, No. 19, p. 1604.)

[Notice of accidents.]

MEMEL TERRITORY

Istatymui apie kelionės ir persikraustymo išlaidas, komandiruotės pinigų ir butui passalpas Klaipėdos Krassto waldininkams iš 1929 m. liepos mėn. 30 d. (Waldzios Zinios puosl. 636 tl.) vykdyti nuostatai. 1929 m. spalio mėn. 23 d. (Klaipėdos Krassto Waldzios Zinios, 1929 m. spalio 31 d., No. 110, puosl. 781.)

[Administrative Regulations under the Act of 30 July 1929 respecting travelling and removal expenses, subsistence allowances and housing grants for public employees of the Memel Territory. Dated 23 October 1929.]

MOROCCO

Dahir du 27 mars 1929/15 chaoual 1347 étendant aux constructions rurales les dispositions du dahir du 4 juillet 1928/15 moharrem 1347 concernant les habitations salubres et à bon marché. (Bulletin Officiel, 1929, No. 860, p. 1028.)

Dahir du 22 mai 1929/12 hija 1347 complétant l'article 279 de l'annexe No. 1 du dahir du 31 mars 1919/28 jourmada II 1337 formant code de commerce maritime. (Bulletin Officiel, 1929, No. 867, p. 1495.)

Dahir du 30 mai 1929/20 hija 1347 portant modifications au dahir du 4 juillet 1928/15 moharrem 1347 concernant les habitations salubres et à bon marché. (Bulletin Officiel, 1929, No. 868, p. 1551.)

Arrêté résidentiel du 15 juillet 1929 fixant la composition et les attributions de la commission de colonisation. (Bulletin Officiel, 1929, No. 875, p. 1963.)

NETHERLANDS

Besluit van den 3den September 1929, tot wijziging van het Koninklijk besluit van 28 December 1921 (Staatsblad no. 1445) tot vaststelling van een algemeen maatregel van bestuur ter uitvoering van artikel 43 der Ongevallenwet 1921, zooals dat besluit is gewijzigd bij Koninklijk besluit van 30 December 1925 (Staatsblad no. 548). (Staatsblad, 1929, No. 430.)

[Decree to amend the Royal Decree of 28 December 1921 (Staatsblad, No. 1445), to issue public administrative regulations under section 43 of the Accident Act 1921, as the said Decree was amended by Royal Decree of 30 December 1925 (Staatsblad, No. 548). Dated 3 September 1929.]

NEW ZEALAND

Order in Council amending Rules for life-saving appliances for ships. Dated 19 August 1929. (New Zealand Gazette, 1929, No. 58, p. 2141.)

Order in Council to make regulations in amendment of the Samoa Immigration Consolidation Order, 1924. Dated 30 September 1929. (New Zealand Gazette, 1929, No. 67, p. 2605.)

Order in Council to make regulations as to qualifications of harbourmasters and pilots. Dated 19 October 1929. (New Zealand Gazette, 1929, No. 72, p. 2710.)

Ross Dependency Whaling Regulations. Dated 24 October 1929. (New Zealand Gazette, 1929, No. 73, p. 2747.)

NORWAY

Regjeringens resolusjon. Den myndighet som er hjemlet Kongen ved lov av 19 juli 1910 § 24 og lov av 26 juli 1916 § 24, jfr. lov av 21 juni 1929 I, til a tillate et aktieselskaps kapital forhøiet med "arbeideraktiekapital", overføres til Justisdepartementet. Den 4 juli 1929. (Norsk Lovtidende, 1929, 2nen avdeling, 3dje hefte, p. 311.)

[Government Resolution to provide for the transference to the Department of Justice of the power granted to the Crown by section 24 of the Act of 19 July 1910, and section 24 of the Act of 26 July 1916 (cf. Act of 21 June 1929), to authorise increases in the capital of joint-stock companies by means of the issue of "workers' shares". Dated 4 July 1929.]

Regjeringens resolusjon : [tilsyn med elektriske anlegg]. Den 4 juli 1929. (Norsk Lovtidende, 1929, 2nen avdeling, 3dje hefte, p. 313.)

[Government Resolution (concerning the supervision of electrical installations). Dated 4 July 1929.]

Kongelig resolusjon : [arbeiderbeskyttelse i industrielle virksomheter på Svalbard]. Den 2 august 1929. (Norsk Lovtidende, 1929, 2nen avdeling, 3dje hefte, p. 327.)

[Royal Resolution (concerning the protection of workers in industrial undertakings on Spitsbergen). Dated 2 August 1929.]

Skrivelse fra Arbeidsdepartementet : [forskrifter for elektriske anlegg]. Den 2 august 1929. (Norsk Lovtidende, 1929, 2nen avdeling, 3dje hefte, p. 350).

[Notice of the Labour Department (respecting the regulations for electrical installations). Dated 2 August 1929.]

Kongelig resolusjon : instruks for kjelinspektoren og for tilsynsmennene i fabrikktilsynets kjelkontroll. Den 16 august 1929. (Norsk Lovtidende, 1929, 2nen avdeling, 3dje hefte, p. 357.)

[Royal Resolution to issue instructions for the Boiler Inspector and for the sub-inspectors for the supervision of boilers by the factory inspectorate. Dated 16 August 1929.]

Kongelig resolusjon, Med hjemmel i lov av 22 juni 1928 nr. 6 om forandring i lov om ulykkesforsikring for industriarbeidere bestemmes at forgiftning ved bensol og dets homologer fra og med 1 januar 1929 å regne blir å likestille med ulykker i sistnevnte lov. 20 september 1929. (Norsk Lovtidende, 1929, No. 39, p. 609.)

[Royal Resolution under Act No. 6 of 22 June 1928, to amend the Act respecting the accident insurance of industrial workers, and to provide that poisoning by benzol and its homologues shall be deemed, on and after 1 January 1929, to be equivalent to an accident for the purposes of the said Act. Dated 20 September 1929.]

NYASALAND

Government Notice No. 40 : The Native Labour Census Rules 1929, under the Census Ordinance, 1921. Dated 10 October 1929. (Supplement to the Nyasaland Government Gazette, Vol. XXXVI, No. 14, 31 October 1929, p. 67.)

POLAND

Rozporządzenie Ministra pracy i opieki społecznej z dnia 1 sierpnia 1929 r. w sprawie przyznania prawa do zasiłków częściowo zatrudnionym robotnikom przemysłu włókienniczego na terenie m. Łodzi. (Dziennik Ustaw, 1929, No. 58, poz. 437, p. 903.)

[Order of the Minister of Labour and Social Welfare respecting the grant of relief to workers in the textile industry in Lodz who are on short time. Dated 1 August 1929.]

Oswiadczenie rządu 2 dnia 1 sierpnia 1929 r. w sprawie decyzji Rady Ligi Narodów, dotyczącej uregulowania ubezpieczeń społecznych na terytorjach odstąpionych bezpośrednio Polsce przez Niemcy na mocy Traktatu Pokoju między Państwami Sprzymierzonymi i Stowarzyszonymi a Niemcami, podpisanego w Wersalu dnia 28 czerwca 1929 roku. (Dziennik Ustaw, 1929, No. 68, poz. 527, p. 1014.)

[Proclamation of the decision of the Council of the League of Nations respecting the regulation of social insurance in the territories ceded by Germany directly to Poland under the Treaty of Peace between the Allied and Associated Powers and Germany, signed at Versailles on 28 June 1919. Dated 1 August 1929.]

Oswiadczenie rządowe z dnia 5 września 1929 r. w sprawie złożenia dokumentu ratyfikacyjnego Konwencji pomiędzy Austrią, Włochami, Polską, Rumunją, Królestwem Serbów, Chorwatów i Słowenów oraz Czechosłowacją, dotyczącej emerytur, które były przyznane przez dawny rząd austriacki, podpisanej w Rzymie dnia 6-go kwietnia 1922 roku. (Dziennik Ustaw, 1929, No. 71, poz. 534, p. 1112.)

[Proclamation of the filing of the instruments of ratification of the Convention between Austria, Italy, Poland, Rumania, the Kingdom of the Serbs, Croats and Slovenes, and Czechoslovakia, signed at Rome on 6 April 1922, respecting the superannuation allowances granted by the former Austrian Government. Dated 5 September 1929.]

Rozporządzenie Ministra Pracy i Opieki Społecznej z dnia 13 września 1929 r. wydane w porozumieniu z Ministrem Sprawiedliwości i Ministrem Przemysłu i Handlu w sprawie częściowej zmiany rozporządzenia z dnia 28 maja 1923 r. w przedmiocie siedziby oraz organizacji sądów rozjemczych dla Zakładu ubezpieczenia od wypadków we Lwowie. (Dziennik Ustaw, 1929, No. 71, poz. 541, p. 1115.)

[Order of the Minister of Labour and Social Welfare, in agreement with the

Minister of Justice and the Minister of Industry and Commerce, to amend certain provisions of the Order of 28 May 1923 respecting the headquarters and organisation of the arbitration courts of the Lvov Accident Insurance Institution. Dated 13 September 1929.]

Rozporządzenie Rady Ministrów z dnia 23 września 1929 r. o terytorjalnym zakresie dzia ania Wyzszego Urzedu Gorniczego w Warszawie. (Dziennik Ustaw, 1929, No. 72, poz. 545, p. 1118.)

[Order of the Council of Ministers respecting the territorial jurisdiction of the Central Mining Office in Warsaw. Dated 23 September 1929.]

Rozporządzenie Rady Ministrów z dnia 23 września 1929 r. w sprawie rozciagniecia na obywateli polskich, ktorzy wrocili do Polski po 1 lipca 1927 r. mocy ustawy o zasiłkach dla osob, ktorym niemieckie instytucje watrzymaly renty z tytułu ubezpieczen spolecznych. (Dziennik Ustaw, 1929, No. 72, poz. 547, p. 1119.)

[Order of the Council of Ministers to extend to Polish nationals who returned to Poland after 1 July 1927 the operation of the Act respecting benefit for persons in respect of whom payment of pensions under the social insurance system has been suspended by German institutions. Dated 23 September 1929.]

RUMANIA

Decizie Ministerului Muncii, Cooperatiunii si Asigurarilor Sociale Nr. 39.320. Dispozitiuni privitoare la deschiderea carciunilor rurale in zilele de Duminica si sarbatori legale. 21 August 1929. (Monitorul Oficial, 1929, No. 187, p. 6815.)

[Order of the Ministry of Labour, Co-operation, and Social Insurance No. 39320: provisions respecting the opening of public-houses in rural districts on Sundays and holidays. Dated 21 August 1929.]

Decizie Ministerului Muncii, Cooperatiunii si Asigurarilor Sociale Nr. 40248. Dispozitiuni pentru eliberarea cartilor de mester si calfa. 27 August 1929. (Monitorul Oficial, 1929, No. 195, p. 7013.)

[Order of the Ministry of Labour, Co-operation, and Social Insurance No. 40248: provisions respecting the issue of master-craftsmen's and journeymen's diplomas. Dated 27 August 1929.]

Decret Regal Nr. 3.321. — Modificarea unor articole din regulamentul Casei Muncii C.F.R. 28 Septembrie 1929. (Monitorul Oficial, 1929, No. 230, p. 7915.)

[Royal Decree No. 3321, to amend a section (section 40 (a)) of the Regulations for the State Railwaymen's Provident Fund. Dated 28 September 1929.]

Decret Regal No. 3.761. — Regulament pentru punerea in aplicare a legii pentru organizarea cooperatiei, 12 Noembrie 1929. (Monitorul Oficial, 1929, No. 265, p. 8883.)

[Royal Decree No. 3761, to issue regulations for the administration of the Act respecting co-operative organisations. Dated 12 November 1929.]

SAINT VINCENT

An Ordinance to prohibit aliens from acting in certain capacities on ships registered in the Colony. No. 21 of 1929. Assented to 31 October 1929.

An Ordinance to amend the Public Health Ordinance, 1927. No. 26 of 1929. Assented to 9 November 1929.

SALVADOR

Ley del Personal Docente. 28 de junio de 1929. (Diario Oficial, 1929, No. 53, p. 1402.)

[Teachers Act. Dated 28 June 1929.]

Acuerdo (Secretaria de gobernación). — Aprobando los Estatutos de la Casa de Trabajo para Ciegos. 20 de julio de 1929. (Diario Oficial, 1929, No. 179, p. 1625.)

[Decision of the Secretariat for Internal Affairs to approve the rules for the Training School for the Blind. Dated 20 July 1929.]

Decreto : Reglamento de la Escuela Nacional de Industrias. 22 de julio de 1929. (Diario Oficial, 1929, No. 180, p. 1633.)

[Decree to issue regulations for the National School of Industry. Dated 22 July 1929.]

Decreto: Refórmase el artículo 7º de la Ley de protección a los empleados de comercio. 21 de agosto de 1929. (Diario Oficial, 1929, No. 190, p. 1721.)

[Decree to amend section 7 of the Act for the protection of salaried employees in commercial undertakings. Dated 21 August 1929.]

SPAIN

Real decreto-ley relativo al régimen del ahorro popular. 21 de Noviembre de 1929. (Gaceta de Madrid, 1929, No. 335, p. 1362.)

[Royal Legislative Decree respecting the organisation of savings banks. Dated 21 November 1929.]

Real orden disponiendo que a las órdenes inmediatas del Director general de Corporaciones se organice la Inspección Central de Formación Profesional en la forma y con las facultades que se indican. 7 de Septiembre de 1929. (Gaceta de Madrid, 1929, No. 271, p. 2012.)

[Royal Order to provide for the organisation of the central inspectorate of vocational training under the immediate control of the Director General of Corporations, in the manner and with the powers specified hereunder. Dated 7 September 1929.]

Real orden dictando las reglas que se indican relativas al funcionamiento de las Oficinas-Laboratorios en las Escuelas Superiores de Trabajo. 12 de Septiembre de 1929. (Gaceta de Madrid, 1929, No. 264, p. 1869.)

[Order to issue rules for the carrying on of workshops in higher trade schools. Dated 12 September 1929.]

Real orden relativa a la reglamentación de trabajo profesional de los intermediarios y gestores de Seguros. 20 de Septiembre de 1929. (Gaceta de Madrid, 1929, No. 269, p. 1962.)

[Royal Order respecting the regulation of the operations of insurance agents. Dated 20 September 1929.]

Real orden, circular disponiendo que para lo sucesivo el día 12 de Octubre de cada año se estime festivo a los efectos bancarios, comerciales e industriales. 21 de Septiembre de 1929. (Gaceta de Madrid, 1929, No. 265, p. 1886.)

[Royal Order to declare 12 October in each year to be a public holiday in banks and commercial and industrial establishments. Dated 21 September 1929.]

Real orden dictando las reglas que se indican, relativas al cumplimiento del artículo 56 del Real decreto-ley de Organización Corporativa Nacional. 21 de Septiembre de 1929. (Gaceta de Madrid, 1929, No. 270, p. 1984.)

[Royal Order to issue rules for the administration of section 56 of the Royal Legislative Decree respecting national corporative organisation. Dated 21 September 1929.]

[Procedure for appeals against decisions of joint committees.]

Real orden dictando las normas a que deben atenerse los Patronatos y Escuelas Industriales para su régimen administrativo. 23 de Septiembre de 1929. (Gaceta de Madrid, 1929, No. 270, p. 1984.)

[Royal Order to prescribe the standards to which trade training societies and technical schools must conform in respect of their system of management. Dated 23 September 1929.]

Real orden disponiendo se incorporen al Reglamento-tipo de los Comités paritarios y Comisiones mixtas las disposiciones que se insertan. 4 de Octubre de 1929. (Gaceta de Madrid, 1929, No. 278, p. 112.)

[Royal Order to add certain provisions to the model standing orders for the joint committees and joint boards. Dated 4 October 1929.]

Real orden disponiendo la distribución de 300 becas en la forma que se indica 4 de Octubre de 1929. (Gaceta de Madrid, 1929, No. 278, p. 112.)

[Royal Order to provide for the allocation of 300 bursaries. Dated 4 October 1929.]

Real orden relativa a los recursos que se interpongan contra las sentencias que dicten los Comités paritarios en materia de despidos. 5 de Octubre de 1929. (Gaceta de Madrid, 1929, No. 279, p. 134.)

[Royal Order respecting appeals against the awards of joint committees concerning dismissals. Dated 5 October 1929.]

Real decreto autorizando al Gobierno para ratificar y registrar en la Secretaria de la Sociedad de las Naciones el proyecto de Convenio, que se inserta, aprobado en la Conferencia Internacional del Trabajo. 17 de Noviembre de 1929. (Gaceta de Madrid, 1929, No. 337, p. 1431.)

[Royal Decree to authorise the Government to ratify and register with the Secretariat of the League of Nations the appended Draft Convention (relating to the creation of minimum wage-fixing machinery) adopted by the International Labour Conference. Dated 17 November 1929.]

Real orden aprobando el Reglamento, que se inserta, para el servicio y régimen general del Consejo Superior de las Cámaras de Comercio, Industria y Navegación. 26 de Noviembre de 1929. (Gaceta de Madrid, 1929, No. 338, p. 1455.)

[Royal Order to approve the appended regulations for the duties and general organisation of the Superior Council of Chambers of Commerce, Industry, and Shipping. Dated 26 November 1929.]

SWITZERLAND

Verordnung über die Unterstützung bedürftiger Greise. Vom 13. September 1929. (Eidgenössische Gesetzsammlung, 1929, No. 25, p. 383.)

Ordonnance sur l'allocation d'une subvention aux vieillards indigents. Du 13 septembre 1929. (Recueil des lois fédérales, 1929, No. 25, p. 401.)

Verordnung über die Untersuchung der den Rhein von der schweizerischen Landesgrenze bis zur Mittleren Rheinbrücke in Basel befahrenden Schiffe. Vom 20. September 1929. (Eidgenössische Gesetzsammlung, 1929, No. 26, p. 413.)

Ordonnance relative à la visite des bateaux naviguant sur le Rhin entre la frontière suisse et le pont "Mittlere Rheinbrücke" à Bâle. Du 20 septembre 1929. (Recueil des lois fédérales, 1929, No. 26, p. 434.)

URUGUAY

Ley. Se fijan los días de descanso obligatorio para patronos y oficiales de las peluquerías y barberías. 5 de noviembre de 1929. (Diario Oficial, 1929, No. 7008, p. A-388.)

[Act to fix (Sundays as) the compulsory days of rest for employers and employees in hairdressers' and barbers' shops. Dated 5 November 1929.]

Decreto. Se incorporan artículos al Decreto referente a medidas de seguridad en las construcciones de cemento armado. 18 de octubre de 1929. (Diario Oficial, No. 6993, p. A-238.)

[Decree to add sections (5 and 6) to the Decree (of 4 January 1928) respecting safety measures in the erection of reinforced concrete buildings. Dated 18 October 1929.]

VENEZUELA

Decreto por el cual se dicta el Reglamento de la Ley de Ministerios. 26 de octubre de 1929. (Gaceta Oficial, 1929, No. 16951, p. 75878.)

[Decree to issue regulations under the Ministries Act. Dated 26 October 1929.]

YUGOSLAVIA

Act respecting the Treaty of Commerce and Navigation concluded at Belgrade on 18 October 1928 between the Kingdom of the Serbs, Croats, and Slovenes and the Republic of Latvia. Dated 6 June 1929. (Sluzbene Novine, 1929, No. 268-CVIII, p. 2003.)

Act to amend and supplement the Housing Act of 27 April 1929. Dated 30 October 1929. (Sluzbene Novine, 1929, No. 260-CIV, p. 1944.)

Act respecting the Treaty of Commerce and Navigation concluded at Prague by the Kingdom of Yugoslavia [sic] and the Czechoslovak Republic on 14 November 1928. Dated 10 November 1929.

Book Notes

INTERNATIONAL PUBLICATIONS

League of Nations. *Proceedings of the International Conference relating to Economic Statistics, Geneva, 26 November to 14 December 1928.* Geneva, 1929. 361 pp.

— **Saar Territory.** *Jahres-Bericht der Bergbehörde und Gewerberäte des Saargebietes für 1928. Tabellen.* 66 pp.

Association internationale pour le progrès social. *Note sur la réglementation du travail dans les régions frontalières des États-Unis d'Amérique remise à l' "American Association for Labour Legislation" par la section américaine de l' "International Migration Service".* Paris, Berger-Levrault, 1929. 7 pp.

This pamphlet, presented to the third meeting of the International Association for Social Progress held at Zurich, 19-21 September 1929, explains how the Federal Act regulating immigration from oversea countries into the United States has been made applicable also to aliens from Canada and Mexico and especially to workers from the frontier districts of these countries.

OFFICIAL PUBLICATIONS.

AUSTRIA

Bundesministerium für soziale Verwaltung. *Die Amtstätigkeit der Gewerbeinspektorate im Jahre 1928.* Vienna, 1929. LX + 256 pp., illustr.

CANADA

Department of Labour. *Labour Legislation in Canada as existing 31 December 1928.* Ottawa, 1929. iv + 733 pp.

CHINA

City Government of Greater Shanghai. Bureau of Social Affairs. (a) *Report on Labour Strikes in Greater Shanghai 1928.* (b) *Report on Industrial Disputes in Greater Shanghai, July-December 1928.* (c) *The Index Numbers of Earnings of Factory Labourers in Greater Shanghai, July-December 1928.* Published in Chinese with introductions and summaries in English. Shanghai, 1929.

The Bureau of Social Affairs of Greater Shanghai issued in 1929 a first series of reports on social questions. The three publications under review are particularly interesting in view of the fact that no comprehensive study of conditions of employment in China has yet appeared. The first report deals with strikes in Greater Shanghai in 1928 and gives a full account of the more important ones. It also gives the text of the regulations in force relating to conditions of employment of workers and of apprentices, and an article on "Some practical questions relating to the solution of industrial disputes in Shanghai", which clearly shows the complexity of the labour problem in China to-day.

The second report deals with labour disputes in general. It analyses the disputes which arose in Shanghai during the second half of 1928 and gives the text of the settlements arrived at in the principal cases submitted for conciliation or arbitration; these settlements take the place of collective agreements and regulate to a large extent the relations between employers and workers.

The third report deals with a problem of first importance, the study of which is particularly difficult in China. The scope of the enquiry into the wages of factory

workers in Greater Shanghai and the method employed are commented on at some length. Wages are examined for each industry. The report includes interesting statistics relating to hours of work, supplementary earnings, etc.

FINLAND

**Sosiaalministeriö. Socialministeriet. Ministère des Affaires sociales. Ammat-
tiantarkastus vuonna 1928. Yrkesinspektionen, ar 1928. L'inspection du travail
en 1928.** Helsingfors, 1929. 95 pp.

GERMANY

**Reichsarbeitsministerium. Arbeitsschutzfragen nach den Jahresberichten der
Gewerbeaufsichtsbeamten und Bergbehörden für das Jahr 1928.** 51. Sonderheft
zum Reichsarbeitsblatt. Berlin, Reimar Hobbing, 1929. 218 pp.

GREAT BRITAIN

**Home Office. Annual Report of the Chief Inspector of Factories and Workshops
for the Year 1928.** London, H.M. Stationery Office, 1929. 150 pp. 2s. 6d.

— *Fifty-third Annual Report of His Majesty's Inspectors of Explosives :
Being their Annual Report for the Year 1928.* London, H.M. Stationery Office,
1929. 51 pp. 1s.

**Ministry of Agriculture and Fisheries. Report on the Work of the Research and
Education Division for the Year 1927-1928.** London, H.M. Stationery Office, 1929.
91 pp. 3s.

The most interesting section of this report from a social point of view is the one dealing with agricultural education. The information given shows a constant increase in the importance of agricultural education in England. The section concludes with a short survey of the general development of agricultural education in recent years and of its most urgent problems.

**Safety in Mines Research Board. (a) Safety in Coal Mines : Some Problems
of Research.** 56 pp. 6d. (b) *Gas and Flame.* 23 pp. 3d. *What Every Mining Man
Should Know*, Nos. 1 and 2. London, H.M. Stationery Office, 1929.

— *Reports and Papers relating to Research into Coal Dust, Firedamp and
other Sources of Danger in Coal Mines.* Volume III. 1927. London, H.M. Stationery
Office, 1929. 434 pp. 7s. 6d.

— *Seventh Annual Report. Including a Report of Matters dealt with by the
Health Advisory Committee, 1928.* London, H.M. Stationery Office, 1929. 88 pp. 1s.

— *The Pressure Produced on Blowing Electric Fuse Links and Striking Electric
Arcs in Closed Vessels.* Paper No. 52. London, H.M. Stationery Office, 1929.
19 + iv pp. 1s.

— *The Support of Underground Workings in the Coalfields of Lancashire,
Cheshire and North Wales.* Paper No. 55. London, H.M. Stationery Office, 1929.
91 pp. 2d.

JAPAN

Shakai Kyoku. Bureau of Social Affairs. Shakai Kyoku Kankei Jimu Gaiyo.
(Organisation and Functions of the Bureau of Social Affairs.) Published in Japa-
nese. Tokyo, 1929. 220 pp.

NETHERLANDS

**Centraal Bureau voor de Statistiek. Bureau Central de Statistique. Overzicht
van den Omvang en den Voornaamsten Inhoud der Collectieve Arbeidsovereenkomsten
op 1 Juni 1929. Aperçu de l'étendue et du contenu principal des conventions collec-
tives au 1^{er} juin 1929.** Statistique des Pays-Bas. The Hague, 1929. 46 pp.

Departement van Arbeid, Handel en Nijverheid. Afdeling Handel en Nijverheid. Handels- en Nijverheidsverenigingen in Nederland 1929. Overzicht van de voornaamste in Nederland bestaande Vereenigingen van ondernemers op het gebied van Handel en Nijverheid. The Hague, 1929. 208 pp.

Directory of employers' associations in commerce and industry in the Netherlands for 1929.

— Sub-Commissië uit de Commissië voor de Economische Politiek. *Loonen en Loonsverhoudingen in Nederland.* The Hague, 1929. 100 pp.

A study of wages in the Netherlands, with some figures relating to other countries.

NEW ZEALAND

Department of Education. Education of Native Children. Wellington, 1929. 19 pp. 9d.

SPAIN

Instituto Nacional de Previsión. Vente años de previsión social. Memoria presentada al Consejo de Patronato del Instituto Nacional de Previsión en la sesión de 24 de Mayo de 1929. Madrid, 1929. 103 + 11 pp.

Report on twenty years' activities of the National Provident Institute presented to the Committee of Management of the Institute at the meeting held 24 May 1929.

Ministerio de Trabajo y Previsión. Sección de publicidad. La organización corporativa y su posible desenvolvimiento. Conferencia pronunciada el día 3 de Mayo, en el Ateneo de Madrid, por el Excmo. Sr. D. Eduardo Aunos Perez. Madrid, 1929. 68 pp.

A verbatim report of a lecture given by Mr. Aunos, Minister of Labour and Social Welfare, at the Madrid Athenaeum, in which he explains his conception of the Spanish corporative system and expresses his belief that the organs set up by the law will be able to develop and strengthen the new rights of labour.

SWEDEN

K. Socialstyrelsen. Levnadskostnaderna i Städer och Industriorter omkring ar 192. Les budgets de ménage dans les villes et dans les agglomérations industrielles vers 192. Sveriges Officiella Statistik. Socialstatistik. Stockholm, 1929. 199 pp.

Report on the Swedish family budget enquiry of 1923. An article on this enquiry, by Dr. Nils CEDERBLAD, appeared in the *International Labour Review*, Vol. XIV, No. 4, October 1926, pages 489-507.

UNION OF SOUTH AFRICA

Department of Labour. Annual Report of the Chief Inspector of Factories for the Year 1923. Pretoria, 1929. 26 pp. 1s. 6d.

UNITED STATES

Department of Agriculture. Report of the Secretary of Agriculture, 1929. Washington, Govt. Printing Office, 1929. 111 pp.

Besides surveying the state of agriculture in the United States, and its trends in recent years, the report outlines broadly a comprehensive land policy which the Federal Government is urged to adopt and put into effect gradually, over a long period of years. The report also gives a great deal of information concerning the activities of the Department's numerous Bureaux, in research regulation, education, and co-operation with State agencies.

While farming has not recovered in any spectacular fashion from the 1921 depression, the report indicates that the 1929 position is as good as, or slightly better than, in any previous year since then. Crop yields are lower than in 1928,

but income will be at least as high. The net movement of population from country to town has declined, as has also the rate of depreciation in farm-land values, which in some sections is almost arrested.

Too much land is considered to be under cultivation, and the need for land per head of the population has been recently shrinking, rather than growing. The Federal Government is urged to help in removing marginal and submarginal land from cultivation, and to undertake a national classification of land in order to determine the best use for it.

Department of Commerce. *Annual Report of the Secretary of Commerce for the Fiscal Year 1929.* Washington, Govt. Printing Office, 1929. LII pp.

The report presents an optimistic picture of continued prosperity in the United States as measured by the output of mines and manufactures, employment, volume of construction, earnings and volume of traffic on railroads, prices, supply of capital, and foreign trade. The decline in factory employment, it is stated, has been checked in the last three or four years, and part-time work reduced. The main body of the report is concerned with elimination of waste in many forms through the numerous activities of the Department of Commerce, and much information is given concerning practices adopted by American business men and manufacturers with the aid and co-operation of the Department.

— **Bureau of the Census.** *Women in Gainful Occupations, 1870-1920. A study of the trend of recent changes in the numbers, occupational distribution, and family relationship of women reported in the census as following a gainful occupation.* By Joseph A. HILL. Census Monographs IX. Washington, Govt. Printing Office, 1929. xvi + 416 pp. \$1.50.

This monograph is based on data obtained through the census in regard to women engaged in gainful occupations. It indicates the extent to which women in the United States have taken up gainful employment. Data are given to show the position in the various States and cities, and a chapter is devoted to a survey of the occupations which women are entering. Attention is then given to those occupations showing increases, e.g. the clerical and similar occupations, and to those showing decreases, e.g. domestic service. Separate sections deal with women in factory work, in the professions, and in agriculture.

The employment of married women is reviewed. The figures show that in 1920 one married woman in eleven was following a gainful occupation, and two out of nine women at work in gainful occupations were married women. It may be noted by way of contrast that of the unmarried women 48.6 per cent., or almost half, were following gainful occupations.

Statistics are given of the numbers of native white women, of foreign-born white women, and of negro women in gainful occupations. An appendix gives the effect of changes in distribution by age and by marital condition between 1910 and 1920 upon the number of women gainfully employed.

— **Bureau of Mines.** *Advanced Mine Rescue Training. Part IV. Suggested Procedure in Sealing and Unsealing Mine Fires and in Recovery Operations.* By J. J. FORBES and C. W. GROVE. Miners' Circular 36. Washington, Govt. Printing Office, 1929. iv + 54 pp. 15 cents.

— — *Coal-Dust Explosions in Mines. Causes, Effects, and Recommendations for Prevention.* Technical Paper 448. Washington, Govt. Printing Office, 1929. 24 pp. 5 cents.

— — *Metal-Mine Accidents in the United States during the Calendar Year 1927.* By William W. ADAMS. Washington, Govt. Printing Office, 1929. v + 96 pp.

— — *Safety Organizations in Arizona Copper Mines.* Technical Paper 452. Washington, Govt. Printing Office, 1929. 50 pp. 10 cents.

Department of Labour. Bureau of Labour Statistics. *Labour Legislation of 1928.* Bulletin No. 486. Labour Laws of the United States Series. Washington, Govt. Printing Office, 1929. III + 53 pp. 10 cents.

Federal Board for Vocational Education. *Trade and Industrial Education, Organisation and Operation. A Discussion of Standards.* Second Revised Edition. Bulletin No. 17. Trade and Industrial Series No. 1. Washington, 1929. xvi + 152 pp. 25 cents.

Personnel Classification Board. Field Survey Division. *Report of Wage and Personnel Survey.* Washington, Govt. Printing Office, 1929. iv + 511 pp. 60 cents.

This report gives a detailed survey of the wages and salaries of Government employees in the United States; it deals also with other aspects of working conditions, including vacations, allowances, sick leave, stability of employment, promotion, and hours of work. It reviews ethical theories of wages, including those put forward with a view to assuring a certain standard of health and decency, comfort, or a cultural level. The commodity theory based upon the law of supply and demand and the marginal theory are examined. The report also discusses the question whether Government services should pay the same rates as those customary for similar work in private industry. Statistics are given to show the relation between rates of pay in private business and those for similar work in Governmental services. The figures show that the pay for routine clerical work in the Government services is somewhat higher than that outside. In the higher classes of employment the advantage lies with private industry. With regard to the highest executive posts, the report, after indicating the large differences in favour of persons in private industry, states that, were it not for patriotic citizens with private means who are willing to serve their country at a financial sacrifice, the Federal Government would not be able to fill these major executive posts with qualified individuals.

The figures relating to labour turnover in the Federal service indicate that the personnel is now much less stable than it was at the beginning of the century; many officials abandon Federal service for private employment, more especially with a view to securing better prospects of promotion.

A study on the cost of living of 506 families of Federal employees in the lower salary groups in five large cities shows that in the various cities 15 to 32 per cent. of the employees' wives go out from the home to work elsewhere for money; also from 15 to 33 per cent. of the officials do outside work to add to the family income.

A separate section of the report deals with conditions in the German and British Civil Services and compares these conditions with those in the United States.

OHIO

Department of Industrial Relations. Division of Labour Statistics. *Statistics of Mines and Quarries in Ohio 1923.* Report No. 18. Columbus, 1929. 62 pp.

NON-OFFICIAL PUBLICATIONS

American Association for Organising Family Social Work. Industrial Problems Committee. *The Time to Plan is Now.* Bulletin for June 1929. New York, 1929.

The foreword to this pamphlet states that it has been prepared as a guide for the use of family social workers, board members, and others in the United States who find themselves engulfed in the problems of unemployment without time to read the vast literature on the subject. It offers in summary form the suggestions which have grown out of the practice of social agencies and the research of industrial and civic groups.

Anderson, George. *Fixation of Wages in Australia.* University of Melbourne Publications, No. 12. Melbourne, Macmillan, Melbourne University Press, 1929. 568 pp.

The author's purpose is to provide a standard treatise on the methods and actual performances of the Federal Arbitration Court and of the State industrial tribunals in the field of wage fixing. The book is divided into two main parts. The first gives a detailed account of the constitution and powers of the Federal Arbitration Court and of the State tribunals, with special reference to compulsory arbitration. The author discusses the difficulties and dangers of overlapping

between the Federal and State tribunals, which is only in part avoided by the paramountcy of Federal awards. He indicates the influence of Federal awards on the decisions of State tribunals.

Action by Federal and State authorities in making wage awards in settlement of industrial disputes or in securing agreement by conciliation represents only a part of the wage-fixing machinery in Australia. Various State industrial authorities and wage boards have important powers, which the author describes, of regulating wages, apart altogether from the settlement of disputes.

The second part of the book deals with the principles and practices of the various bodies in the fixation of wages. The problems discussed confront all wage-fixing bodies, whether in Australia or elsewhere, and the author's very complete treatment brings together in convenient form for general use the main results of Australian experience in this field. The problem of the basic or living wage is discussed and illustrated by the decisions of various Australian authorities. Among the difficulties that have arisen is that of the size of family for which the living wage should be fixed. The practice has varied with the different State wage-fixing tribunals and the Federal Court. The problem of adjusting the living wage to differences in size of family has led to proposals for the adoption of the child endowment system as a solution; a special chapter is devoted to a description of the position of this system in Australia.

The adjustment of basic wages to changes in the cost of living and to variations from one area to another, especially from large to small towns and country districts, is examined. An account is given of the methods adopted in fixing wages for skilled workers above the basic rates, and for wage differentials for disagreeable or dangerous work. Special chapters deal with Australian practices in the fixing of rates of wages for women and junior workers. The system of payment by results is discussed and illustrated by Australian experience; the chief arguments in support of this system and the objections that have been raised to it are summarised. The relation of the basic or living wage to the capacity of industry to pay is also reviewed. For students of methods of wage fixing, this volume is of the first importance.

Assemblée des Présidents des Chambres d'Agriculture de France. *Comptes-rendus des séances des 22 et 23 mars 1928* (234 pp.; 5 frs.), *19 novembre 1928* (231 pp.; 5 frs.), *19-20 mars 1929* (371 pp.; 7 frs.), *et 5-8 novembre 1929* (406 pp.; 10 frs.). Paris (39, rue d'Amsterdam).

The principal subject discussed at these meetings of the Presidents of the French Chambers of Agriculture was the position of agriculture under the new Act on social insurance and the provisions applying to agriculture to be incorporated in the revised text; full information on this subject will be found in the proceedings. Reports and discussions on increased possibilities of obtaining immigrant alien labour for French farms are also included.

Bente, Dr. Hermann. *Organisierte Unwirtschaftlichkeit. Die ökonomische Gestalt verbeamteter Wirtschaft und ihre Wandlung im Zeitalter des gesamtwirtschaftlichen Kapitalismus.* Jena, Gustav Fischer, 1929. ix + 179 pp.

Berufsschule, Hamburg. *Jahresbericht der Berufsschulbehörde für die Jahre 1915-1921.* 53 pp., tables.

Brocard, Lucien. *Principes d'économie nationale et internationale.* Paris, Recueil Sirey, 1929. Vol. I. xv + 503 pp. 50 frs. Vol. II. 697 pp. 65 frs.

The author, who is Professor of Law in the University of Nancy, has not attempted to write a treatise on political economy on classical lines. His object is to describe economic facts from the point of view of human collaboration in the practical affairs of life and of the relations (solidarity or antagonism) which it establishes between men. In his view, economy, national and international, is not an ideological system, but a manifest and fundamental reality, an interweaving of collaboration and competition which cannot be ignored. Professor Brocard attempts to link up political economy and economic science as closely as possible, and discerns in human relations three inter-related forms of collaboration: (1) collaboration in its most direct, closest and most continuous form, as it operates in a given

region or locality; (2) national collaboration, which is chiefly an inter-regional collaboration; (3) international collaboration, which is principally a form of indirect collaboration by means of exchange.

The first part of the book deals with facts and the scientific explanation of facts considered as constituent elements of the national economy. The second part is devoted to a study of national policy considered from the standpoint of national economy. The following subjects are reviewed in turn: organisation of production, regional, national, and international markets, collaboration of private activity with the State and through the State, population considered from the numerical and ethnical standpoints, the family, social and fiscal policy, national education, international trade, colonisation, territorial expansion, war, etc. Among the ideas developed by the author may be mentioned that of the importance of frontiers and of time and distance as essential factors in human relations notwithstanding the improvement of communications. Other chapters are devoted to a study of democracy and socialism from the standpoint of national economy.

In a third and final part, to be published later, the author proposes to deal with the organisation of international collaboration.

Brüel, Erik. *Den Internationale Arbejdsorganisation 1919-1929, dens Organisation, Virkemaade og Resultater.* Særtryk af *Nordisk Tidsskrift*, Nr. 6, 1929, og *Socialt Tidsskrift*, Nr. 9, 1929. Copenhagen, Levin og Munksgaards Forlag, 1929, 35 pp.

This pamphlet, prepared by the Secretary to the Department for International Co-operation in Social Questions, Danish Ministry of Social Affairs, and published on the occasion of the tenth anniversary of the International Labour Organisation, describes the constitution, working and achievements of the Organisation.

Burgess, C. *Sugar Beet in the Eastern Counties 1928. Being an Investigation into the Financial Results obtained on One Hundred Farms and Some of the Factors influencing them, as well as Contrasts and Comparisons with the Previous Year.* With some observations by G. L. ROGERS, M.A. University of Cambridge, Department of Agriculture. Farm Economics Branch Report No. 13. Cambridge, Heffer, 1929. x + 72 pp. 2s. 6d.

Gives detailed data, including data on labour cost per acre, on sugar-beet growing on a hundred farms in the eastern counties of England in 1928. Tables show the influence of the size of the field on labour costs, the relation of labour costs to profit, and the effect of experience in management in reducing labour cost.

Caullet, Gabriel. *L'aide à l'industrie et à la liquidité des capitaux. Enquête européenne. Angleterre, Allemagne, Belgique, France.* Préface de Germain MARTIN. Problèmes bancaires. Paris, Editions de Commentaires, 1928, VIII + 547 pp. 30 frs.

In this important international study the author, confining himself to European countries, describes the characteristic features of banking methods in Belgium, France, Germany, and Great Britain. His object is to examine what facilities the different banking institutions in those countries are able to offer to industry, while keeping their assets in a sufficiently liquid form to provide security for their depositors. He reaches the conclusion that British banks grant fewest facilities to industry, but offer the highest security to depositors, while German banks, on the other hand, grant the largest facilities to industry and pay the least attention to the liquidity of their capital, though the security offered to depositors is adequate. A middle course is followed by Belgian banks which, by distributing risks, are able to offer very large facilities to industry, while keeping their assets in a reasonably liquid state.

Centralni Sekretarijat Radnickih Komora. *O Polozaju Nasih Zeleznicara.* Belgrade, 1929. 67 pp.

An enquiry into the position of Yugoslav railwaymen from the standpoint of legislation and practice.

— *Za Zastitu i Osiguranje Radnika.* Belgrade, 1929. 79 pp.

Memorandum prepared by the Central Secretariat of the Chambers of Labour and submitted to the Prime Minister and the Minister of Social Welfare of Yugo-

slavia, setting forth the views of the workers' organisations on the proposed revision of Yugoslav labour legislation, and in particular on the Acts concerning the protection of workers, factory inspection, and workers' insurance.

Ceskoslovensky Ustav Zahranicny. Vystahovalecka Prirucka pre Urady, Socialnych Pracovnikov a Vystahovalcov. Prague, 1929. 126 pp.

This first publication of the Czechoslovak Institute for Foreign Affairs, published in Slovak, is a handbook designed for the use of emigrants and of officials and private organisations dealing with emigration. It contains general information on the causes of emigration, its volume, the prospects it offers, and the principal countries of destination, together with some practical information.

Chamber of Commerce of the United States. Department of Manufacture. Pensions. Fundamentals in the Development of Pension and other Retirement Plans. Washington, 1929. 54 pp.

This pamphlet can be recommended to any one desirous of making a rapid survey of the problem of old-age dependency in the United States and of the partial solutions that are being offered in the shape of State non-contributory pensions, trade union pensions, and works pension funds. It is completed by a bibliography for the use of those who wish to study the subject further.

Christlicher Metallarbeiterverband Deutschlands. Verbandsschriften. Duisburg.

The German Christian Union of Metal Workers has recently published a number of propaganda pamphlets on industrial hygiene and pathology. The subjects covered include the protection of the metal worker's health, the recognition of occupational diseases as industrial accidents, injury arising from noises in the metal industry, injury to health caused by autogenous welding, electric welding, and blowpipe cutting. These booklets of about 20 pages each contain the essential facts and cannot fail to be of use in their respective spheres.

Comité central des allocations familiales. Annuaire 1928-1929. Paris, 1929. xxiv + 500 pp.

Comité national d'études sociales et politiques. Rationalisation. Points de vue européens (ouvriers et patrons). Séance du 8 juillet 1929. Paris. 42 pp.

Commission syndicale de Belgique. Compte rendu sténographique de la semaine syndicale tenue à Anvers, 18-21 août 1929. Brussels, 1929. 322 pp.

Confédération générale de la Production française. Annuaire 1929. Répertoire des syndicats patronaux français. Paris. 355 pp. 40 frs.

The first part of this year book of the General Confederation of French Production for 1929 gives particulars of the activities of the Confederation and of affiliated or connected associations. The second contains a list of employers' organisations, a list of associations arranged geographically (by Departments), and an alphabetical list of the presidents mentioned in the year book. An alphabetical index, arranged by industries, facilitates reference.

Desprez, Jean. Le délai-congé en législation comparée. Thèse pour le doctorat. Faculté de droit de l'Université de Paris. Paris, librairie Sallot, 1929. 585 pp.

Notice of dismissal is one of the most difficult legal points connected with the individual contract of employment. A comparative study of the legislation of the different countries on this matter is therefore of much interest. In his thesis the author considers the four following points: (1) possibility of cancelling an engagement for an indefinite period with a due period of notice, and desirability of fixing the period of such notice; (2) possibility of giving notice in the proper form at will and in all circumstances; (3) cases in which notice is unnecessary; (4) penalties for non-observance of the rules regarding notice. The second part, which has not yet been published, will contain a study of the French legislation.

Deutscher Verband für das kaufmännische Bildungswesen. *Hauptversammlung des Deutschen Verbandes für kaufmännische Bildungswesen, Koblenz, den 9. bis 11. Mai 1929.* Braunschweig, 1929. 130 pp.

Diehl, Dr. Karl. *Die rechtlichen Grundlagen des Kapitalismus.* Kieler Vorträge gehalten im Wissenschaftlichen Klub des Instituts für Weltwirtschaft und Seeverkehr an der Universität Kiel. Herausgegeben von Dr. Bernhard HARMS. 29. Jena, Gustav Fischer, 1929. 62 pp.

After outlining the concept of capitalism as defined by Karl Marx, Werner Sombart, and their followers, Professor Diehl shows that capitalism as an industrial system is based on legal foundations evolved from certain trains of thought that came to prevail in the course of centuries. These ideas have not lost their significance, he contends, and there is no reason to expect a change in the legal foundations of capitalism in the near future.

Dieudé, Ch. *Les allocations familiales. Historique, état actuel en France et à l'étranger, résultats acquis, nature économique et juridique, avenir de cette question.* Louvain. Société d'Etudes morales, sociales et juridiques, 1929. 259 pp. 15 frs.

Contains an account of the development of family allowances in France, with special reference to the influence of the war and the institution of equalisation funds. The extension of the family allowance system from the manufacturing industries to mining, railways, banking and commerce, building and public works, home work, and agriculture is reviewed. A sketch is given of the position in Belgium and other countries.

The effects of the family allowance system on the birth rate are considered, and an account is given of the welfare activities of equalisation funds. The economic and legal character of family allowances are discussed and the future of the system is considered. The volume includes a short bibliography.

Automobiles
Dunn, Robert W. *Labour and Automobiles.* New York, International Publishers, 1929. 224 pp. \$2.

The purpose of this volume is to challenge the assertion which is sometimes made that the workers in the great automobile corporations enjoy high wages, short hours, and splendid conditions of labour and that there is a complete absence of a "capital and labour problem" in the motor cities. An account is given of the growth and importance of the industry, the increases in the profits of various companies, and the consolidation of the industry into large combines. A survey is also given of the classes of workers employed. With standardised methods of production the skilled mechanic with previous experience and apprenticeship training is almost completely displaced by the march of the automatic machine and the rush of the new technical processes. The dull monotony and fatigue of relentlessly automatic operations is emphasised. A review is given of the wages of workers engaged in the automobile industry, and reference is made to wage cutting by various companies. The problems of health and safety are considered, and attention is called to the high accident rates in the industry. The welfare schemes and "industrial relations" activities of various companies are criticised as being of little benefit to the workers. A review is also given of efforts to combine the workers into unions.

Federazione Italiana fra Laureate e Diplomate Istituti superiori. *Le chômage des travailleurs intellectuels.* Rome, 1929. 16 pp.

Dr. Luisa Riva Sanseverino, author of the present pamphlet, specially studies the problem of unemployment among women members of the liberal professions in Italy. She emphasises the need for a more rational organisation of the public employment exchanges; women should have a share in their administration, so that account may be taken of the special position of qualified professional women in relation to their male colleagues, who often receive preferential treatment.

Fischer, Dr. Joachim, Rhodes, Dr. Herbert, and Weber, Dr. Walther. *Das Uebereinkommen von Washington über den Achtstundentag, 1919-1929.* 50. Sonderheft zum Reichsarbeitsblatt. Berlin, Reimar Hobbing, 1929. 244 pp.

After a detailed survey of the movement in favour of the introduction of the eight-hour day, both before and after the adoption of the Washington Convention, the authors endeavour to define the import of the Convention and comment on its provisions. A comparative study of the various national legislative measures on hours of work is given to show how far the Convention has really been applied—a factor which largely explains the attitude of the various Governments towards ratification. As stated in the preface the authors refrain as far as possible from expressing any personal opinions. The volume is thus a valuable guide for persons desiring to study the essential features of the problem of the international regulation of hours of work in industry.

Fong, Dr. H. D. *Tientsin Carpet Industry.* Nankai University Committee on Social and Economic Research. Industry Series, Bulletin No. 1. Tientsin, The Chihli Press, 1929. 77 pp.

Frain, H. Larue. *An Examination of Earnings in certain Standard Machine Tool Occupations in Philadelphia.* Industrial Research Department, Wharton School of Finance and Commerce. University of Pennsylvania. Research Studies, V. Philadelphia, University of Pennsylvania Press, 1929. xiv + 85 pp.

This study examines somewhat minutely the earnings of workers in various occupations with a view to throwing light on the problem of certain factors, other than the ability of the worker, which influence earnings. Seven occupations are selected, which are widely distributed and in which there are considerable numbers of workers, mainly men; they are based on the operation of the following standard machine tools: boring drill, drill press, engine lathe, milling machine, planer, screw machine, and turret lathe. The figures analysed are for Philadelphia; they include a survey of hourly and weekly earnings covering a week in April 1927, together with other data furnished by the employers. In the seven occupations selected there were 1,456 workers in 435 plants.

Separate chapters show the relation to earnings of: methods of wage payment, normal time, variations between actual and normal time, and length of service. The analysis shows that piece and bonus earnings tend to be 10 and 20 per cent. higher respectively than time earnings. Hourly earnings tend to vary inversely, and weekly earnings show a somewhat less pronounced tendency to vary directly, with the duration of working time per week. The survey does not support the assumption that actual and normal times correspond. Hourly, weekly, and yearly earnings show a tendency to vary directly with length of service, subject to rather numerous exceptions where the period of service is ten years or more. The study indicates that, in wage analyses, more consideration should be given to these various factors than they customarily receive.

Frei, Bruno. *Im Lande der Roten Macht. Ein sowjetrussischer Bilderbogen.* Bund der Freunde der Sowjetunion. Berlin, Neuer deutscher Verlag, 1929. 116 pp.

Gerhard, Albrecht. *Grundfragen der Sozialversicherung.* Wirtschaftsprobleme der Gegenwart, 4. Herausgegeben von Dr. Adolf WEBER. Berlin, Junker und Dunnhaupt, 1929. iv + 50 pp.

Goudal, J. *Esclavage et travail forcé.* Paris, A. Pedone, 1929. 95 pp.

These three essays retrace the work carried out by the international organisations at Geneva in attempting a solution of the problems of slavery and of analogous conditions of labour.

The first deals with the action of the League of Nations against slavery, beginning with the circumstances which led to the formation of the Temporary Slavery Commission. The author describes the use made by the Assembly of the work of that Commission, the working out and adoption of the Slavery Convention, and the first concrete results achieved. In an interesting section he discusses certain juridical problems raised by the action of the League.

The second essay examines the activity of the International Labour Office in connection with the question of native labour and its efforts to arrive at an international agreement on the subject of forced labour. After showing, by an analysis of the existing legislation, the international position before the Office began its

study of the question, the author points out that certain fundamental principles have already been generally adopted; it would therefore be possible, he considers, to achieve a wider measure of international agreement through the machinery of the International Labour Organisation.

In the third essay he discusses certain labour problems in areas under Mandate. The new conception of colonisation introduced by the Treaties of Peace makes it possible, he says, to hope for an extension to other colonies, in one form or another, of humane legislation for the protection of native workers.

Graziani, B. *The Development of the Work of the National Organisation for the Protection of Motherhood and Childhood in 1928.* Rome, R. Garroni, 1929. 37 pp.

The Italian National Organisation for the Protection of Motherhood and Childhood was founded by the Act of 10 December 1925 with a view to co-ordinating the activities of other similar institutions. The above pamphlet, which is also published in French, describes the work of the Organisation during 1928 and gives a general survey of the results achieved in three years in the different fields of welfare work, and in particular assistance to necessitous and deserted mothers, and to mentally deficient, neglected, and delinquent children.

Hélo, Général. *La colonisation et la main-d'œuvre au Soudan et en Haute-Volta.* Publication du Comité du Niger. 40 pp., maps.

The author examines the best methods of developing the Niger valley, to which the *Comité du Niger* and other groups are devoting attention. He rejects any proposals entailing compulsory labour, and considers that the problem could best be solved by the adoption of a new policy based on collaboration between the white colonist and the black peasant. The practical way to bring the local population to a higher degree of civilisation, he says, is by education and the improvement of native agriculture, which is rich in possibilities. "Native agriculture, well guided, is susceptible of a hitherto unsuspected development which will well repay France for all her efforts in her task of civilisation."

Hersch, Liebmann. *Les migrations internationales comme facteur de paix et de guerre.* Reprinted from the *Revue internationale de Sociologie*, Nos. IX-X, September-October 1929. Paris, Marcel Giard, 1929. 16 pp.

This searching analysis leads its author to conclude that, in the matter of migration between countries, peace would best be served by a policy calculated to reduce the need for emigration to a minimum. The chief aims of such a policy should be to attract foreign capital to the countries of emigration; to ensure a better utilisation of their own capital resources within their own borders; to apportion their labour supply suitably between the different branches of industry and trade; finally, to raise the standard of living of their populations through a fuller measure of social justice, and more especially through a policy of high wages which would lessen the attraction of oversea countries.

Ho, Franklin L., and Fong, Hsien Ding. *Extent and Effects of Industrialisation in China.* Nankai University Committee on Social and Economic Research. Tientsin, 1929. 34 pp.

Hodgson, Leonard G. *Building Societies, their Origin, Methods and Principles.* London, John Long, 1929. 244 pp.

An excellent book, written in popular style, on the whole question of "Building Societies" in Great Britain (societies for promoting saving and advancing money for building purposes). The author in turn examines the different aspects of the problem, historical, ethical, financial, administrative, and social, and adds some details as to the development of the movement since the war and the growth of other similar institutions.

Industrie- und Handelskammer Breslau. *Breslauer Handelsgebräuche. Sammlung der Gutachten der Industrie- und Handelskammer Breslau über Gewohnheiten und Gebräuche im Handelsverkehr aus den Jahren 1910 bis 1928.* Bearbeitet und herausgegeben von Heinrich OEBRICH. Heft 14. Breslau, M. und H. Marcus, 1929. 176 pp.

Aspects of commercial law and custom for the business man. The book contains a large number of opinions of the Breslau Chamber of Industry and Commerce delivered during the years 1910 to 1928.

Institute of Pacific Relations. American Council. Conference as an Agency of Industrial Progress. By Joseph P. CHAMBERLAIN, Sidney HILLMAN and Eduard C. LINDEMAN. New York, 1929. 48 pp.

This pamphlet contains articles on the conference method in the administration of labour law, in the handling of industrial disputes in the men's clothing industry, and in employee representation plans and procedures. In each case the article refers to experience in the United States.

International Labour Conference, Eleventh Session, Geneva, May-June 1928. Report by Dr. W. Lombard MURPHY, Employers' Delegate, Irish Free State. 9 pp.

In this report, the author, who attended the Eleventh Session of the International Labour Conference as Employers' Delegate for the Irish Free State, gives a survey of the work and results of this Session for the benefit of those members of the Council of the Dublin Chamber of Commerce who are not familiar with the working of the International Labour Organisation.

In the last part of his report, Dr. Murphy says that "the general impression which one receives at first is that the Employer at Geneva is in every way at a disadvantage. The Labour representatives have everything to gain and nothing to lose. They are provided with a splendid annual platform where they can and do denounce the iniquities of employers in general. The other side of the case is not presented."

The Government delegates tend to vote with the labour representatives, and in saying this the author does not mean to suggest either lack of judgment or unfairness on their part. In his mind it is perhaps only natural that they should tend to forward anything that might seem to provide an immediate improvement in the condition of the workers without considering the possible effects of such changes on industry in general.

Referring to the personality of the Director of the International Labour Office, the author thinks that he is frankly in favour of the workers' claims and that he is anxious to get as many concessions for the workers as possible. But he believes that the concessions should be obtained by negotiation at Geneva and not by subversive methods.

On the other hand, several of the employers' representatives with whom the author has been in touch are strongly opposed to the Labour Conference, and consider that it is damaging to industry. "They hold that every year the workers obtain further concessions which tend to increase the charges on industry and to eat into managerial control of business."

As between these two views, the author does not feel qualified to offer an opinion. "It is, however, to be noted that the labour representatives who go to Geneva are the sane and moderate labour leaders. If they can say to their followers that it is possible to obtain at Geneva concessions of international application after due discussion in which the employers are represented, it may be that they are thus enabled to prevent the masses of workers from turning their faces towards Moscow, and that the International Labour Office and its annual Conference thus form a defence, and perhaps in the future the only defence, against Communism."

International Labour Organisation. International Labour Conference. Twelfth Session, Geneva, 13 May-21 June 1929. Report of the Saorstat Employers' Delegate. 14 pp.

A report by Mr. A. A. ODLUM, Director of the Dublin Port Milling Co., Employers' Delegate for the Irish Free State to the Twelfth Session of the International Labour Conference, giving a general account of the constitution of the International Labour Organisation and the work of the Conference. The conclusions of this report contain some very interesting appreciations of the aims and achievements of the International Labour Organisation and of the annual Conferences. "The work of these Conferences", the author says, "represents

undoubtedly a remarkable achievement in the sphere of international co-operation. It also indicates that although the gulf dividing organised labour and organised employers is wide, it is not so wide as to render a very considerable measure of agreement impossible if discussions are undertaken and pursued in the proper atmosphere and with a desire on both sides to reach the maximum possible agreement. It is therefore", he continues, "an experiment which merits support and encouragement and one, the spirit of which might with advantage be incorporated into the national treatment of industrial and labour problems. It has, at all events, the advantage of giving the workers and employers an opportunity of contrasting their experience of industrial problems from their different angles and of discovering how far that experience may provide a common ground of agreement. Agreement, in my opinion, which can be secured in this way, is likely to provide a sounder basis for industrial relations rather than rules and regulations concerning industrial conditions, which may be imposed by political action uninformed by the detailed knowledge of conditions which only employers on the one side and workers on the other possess."

Klatz, Dr. Johann. *Die Gerichte der Sozialversicherung nach den Gesetzen vom 9. Oktober 1924, S. d. G. u. V. Nr. 221 und 8. November 1928, S. d. G. u. V. Nr. 184. Ein Behelf für die Praxis.* Schriftenreihe zur Sozialversicherung. Herausgegeben von der Vereinigung deutscher Krankenversicherungsanstalten in der tschechoslowakischen Republik. Bd. Nr. 14. Prague. 116 pp.

Komitet Polski Miedzynarodowego Kongresu Opieki nad Dzieckiem. Comité polonais du Congrès international de l'Assistance publique aux Enfants. Opieka nad Macierzyństwem, Dziećmi i Młodzieżą w Rzeczypospolitej Polskiej. L'oeuvre de la protection de la maternité, de l'enfance et de la jeunesse dans la République de la Pologne. Warsaw, 1928. 449 pp., illustr.

This report, prepared for the Congress held in 1929 to discuss the protection of childhood, contains a very full survey of Polish legislation relating to the protection of maternity and childhood, and a description of the various organisations and institutions, either existing or projected, for the purpose of this protection. The work is concluded by a summary in French.

Koratch, Vitomir. *Povjest Radnickog Pokreta u Hrvatskoj i Slavoniji. Knjiga prva. Izdala Radnicka Komora za Hrvatsku i Slavoniju.* Zagreb, 1929. 292 pp.

This interesting history of the trade union movement in Croatia and Slavonia is an important contribution to the study of trade unionism in Yugoslavia. The first volume deals with geographical factors and with social and political conditions in the provinces concerned. It also traces the history of the Social Democratic Party from its origin to the formation of the new Yugoslav State. The second volume is still in preparation.

Krahelska, H. *Ochrona Macierzyństwa Robotniczy w Przedsiębiorstwach Państwowych Polskich. Protection de la maternité dans les entreprises de l'Etat polonais. Comité polonais du Congrès international de la Protection de l'Enfance.* Warsaw, 1928. 40 pp.

Noting that the installation of crèches and rooms for mothers to nurse their infants in all undertakings employing over 100 women was made compulsory by Polish law in July 1928, the author describes what had been done before the passing of the Act in this connection in public undertakings in Poland, in particular in tobacco factories.

Kunze, Dr. Otto. *Schutz der älteren Angestellten. Eine sozialpolitische Untersuchung. Untersuchungen zur Wirtschafts- und Sozialpolitik der Gegenwart. Band I.* Berlin, Hans Engelmann, 1929. xvi + 226 pp.

Lassalette, Jacques Fernand. *Le personnel des chemins de fer. Thèse pour le Doctorat. Université de Paris. Faculté de Droit. Paris, Imprimerie du Montparnasse et de Persan-Beaumont, 1929. 109 pp.*

One of the effects of the administrative and financial reform of the principal French railway systems, which resulted from the Convention agreed upon between

the Government and the railway companies on 28 June 1921, has been to give the staffs an interest in the management of the respective undertakings by the offer of bonuses on increased traffic and reduced working expenses. Further, the treatment of staffs in respect of recruitment, scales of salaries and wages, hours of work, holidays, promotion, disciplinary measures and so forth is now regulated by one set of rules applying to all railway systems.

Mr. Lassalette's thesis shows clearly the protective measures and the new guarantees enjoyed by the railway staffs since the introduction of these reforms.

Laur, Dr. Ernest. *Terminologie et fondements d'une statistique internationale basée sur la comptabilité agricole. Terminologie und Grundlagen für eine Internationale Landwirtschaftliche Buchhaltungsstatistik. Terminology and Bases for an International Agricultural Statistic founded upon Farm Accounting.* Brugg, Effingerhof, 1929. 54 pp.

This pamphlet is a reprint of the report presented by Professor Laur to the XIVth International Congress of Agriculture held at Bucarest in June 1929, on the question of the terminology to be adopted in farm-accounting studies. It is hoped that farm-accounting authorities in as many countries as possible will agree to adopt the definitions laid down, in order that a uniform international practice may serve to abolish the present confusion in this field. The text of the pamphlet is given in French, German, and English.

Leclercq, Abbé Jacques. *Leçons de droit naturel. II. L'Etat ou la politique. Etudes morales, sociales et juridiques.* Namur, Wesmael-Charlier, 1929. 580 pp.

In this new series of lessons, designed not so much for the specialist as for the reader anxious to acquire some knowledge of the great social problems, the author reviews a large number of important political questions. He brings to their solution his conception of "the duty of man", which, he says, is "to devote his activities to the progress of humanity" — a conception already expounded in a first series of lessons on the foundations of law and of society.

The social problem, he concludes, is heterogeneous; its multiple and contradictory elements require co-ordination, and any simple solution advanced almost invariably proves to be unsound. If the principles of social science are few, its scope is very wide. Practical experience should therefore be given careful consideration. "Let us beware of theories founded solely on abstractions or on observations made in a limited field in our own time."

Lefevre, Henri, and Henry, Marcel. *La préorientation professionnelle à l'école primaire.* Preface by J. FONTÈGNE. Paris, Librairie de l'Enseignement technique, 1928. 232 pp.

Le Fèvre, Georges. *Homme-Travail.* Preface by André TARDIEU. Paris, Editions Baudinière, 1929. 220 pp. 12 frs.

The author, who visited Poland as a member of the Council of the General Immigration Society, so that he might personally investigate the methods of recruiting foreign labour for France, himself accompanied a batch of emigrants and afterwards conducted enquiries in France into conditions in a number of large mining and metal-working undertakings employing foreign workers, and on French farms which employ Polish labourers. He has thus been able to study many problems on the spot, such as the recruitment of workers abroad, the transport and distribution of immigrants, the crisis in French agriculture and dearth of agricultural labour, the dismissal of workers in rural districts, the immigration of individual workers and of families, the problem of the education of immigrants' children, the housing of immigrants, their absorption, etc. He draws attention to the fundamental difference between the immigration of industrial workers, who are generally recruited in groups, and that of agricultural labourers, who almost invariably emigrate singly. He regrets that the public authorities are not more active in controlling the situation and have evolved no unified policy or organised scheme, no definite immigration policy, with the result that there is much overlapping of authority and waste of effort, while the co-ordination attempted by the National Labour Council is still far from complete.

Levenbach, Marius G. *De vakverenigingen in het nederlandsche recht.* The Hague, Verbond van Nederlandsche Werkgevers. 1929. 72 pp.

Study on Dutch law relating to trade unions.

— *Het nieuwe Arbeidsrecht.* Reprinted from *De Vakbeweging*, May 1929, pp. 248-278. Amsterdam, Ned. Verbond van Vakereenigingen, 1929.

Manoilescu, Mihail. *Théorie du protectionnisme et de l'échange international.* Bibliothèque internationale d'économie politique publiée sous la direction d'Alfred BONNET. Paris, Marcel Giard, 1929. 382 pp. 50 frs.

Although this is a purely scientific work, it has a very practical bearing on the question of international economic co-operation. In the chapters devoted to theory the writer criticises Adam Smith's and Ricardo's doctrine of international trade, that each nation should specialise in those branches of production in which it is superior to other nations, or in which its inferiority is at a minimum. According to the new theory put forward by Mr. Manoilescu, each country would do well to concentrate on the branches of production in which its productivity—that is to say, the net output per worker and per year (calculated in money value)—is greatest. Now these privileged branches of production are the manufacturing industries, and very rarely agriculture or the exploitation of natural resources. It follows that the interests of individual countries, instead of being in "natural harmony" with each other—as assumed by the classical theory—are in reality opposed, since each of them derives the maximum of national advantage through the development of the same non-primary industries. Mr. Manoilescu holds that international co-operation must give due consideration to the interests of agricultural countries. It seems impossible to form customs unions between States without creating corresponding political unions. A better economic equilibrium between nations can only be realised if radical political remedies, such as the federation of Europe, are adopted. If such political unions cannot be brought about, it will be unjust to force nations to adopt Free Trade, since for agricultural countries this would be tantamount to a dangerous measure of economic disarmament.

Martin, John. *Group Administration in the Gold Mining Industry of the Witwatersrand.* Address delivered before the Economic Section of the British Association for the Advancement of Science, Johannesburg, 1 August 1929. Preface by Henry CLAY. 25 pp.

Mr. Martin's outline of the interesting method of "group administration" in the gold-mining industry is so stimulating and thought-provoking that the only criticism to make is of its brevity. There are 33 gold-producing companies on the Witwatersrand, each a separate entity, but they are so grouped that, with only a few exceptions, economic and administrative control is exercised by a small number of large corporations. These corporations hold a share interest, usually a large one, in each of the subsidiary companies comprising a group, but their control is exercised by virtue of the cordial support of most shareholders, who regard the Corporation's "record and prestige as a guarantee of efficient and honest administration". The individual companies maintain their own managerial, secretarial and technical staffs, whose initiative and responsibility are most scrupulously respected, although the general policy and official decisions of "the Group" (i.e. the Corporation Board) are binding on all subsidiaries. The Group maintains staffs of technical consultants whose services are available to all the individual companies and who devote much of their time to research work, co-ordination, and the introduction of improved methods or equipment. The Group's organisation also acts as the head office of each company, maintains a buying office and frequently special services such as laboratories, etc. Above all it undertakes large financial responsibilities, and the unit companies are able to obtain help in times of financial stress on terms quite unobtainable in the ordinary money market. Sir Henry Clay in his preface says that this system "has substituted for the blind selection by competition of the fittest to survive, a conscious and deliberate choice of methods, equipment, areas and personnel on the basis of an extremely detailed comparative study of results". It is surprising that so little attention has been focussed on so practical and successful an application of rationalisation in a country where climatic and economic conditions are certainly not unusually favourable.

Masarykova Akademie Prace. *Zpráva o Činnosti Masarykovy Akademie Prace. Podána k Oslave X. Vyroci Trvání Československé Republiky.* Poveren Vedeckou Radou M. A. P. Sepsal a Sestavil Emil ZENATY. Prague, 1929. 406 pp.

This volume was issued by the Masaryk Labour Academy on the tenth anniversary of its foundation. It contains a description of the origin of the Academy and its activities. The text of the various regulations affecting the Academy is given, and a list of its active members.

Masson, Georges. *La mise en valeur des territoires du Cameroun placés sous le mandat français.* Paris, Librairie coloniale et orientaliste Larose, 1928. 164 pp. 20 frs.

The subject of this thesis is the work accomplished by France in the French Cameroons. The author spent two years in the territory, and was able to obtain first-hand information on many geographical, ethnical, and social matters. His book is divided into two parts, of which the first deals with the economic development of the Cameroons. An important chapter is devoted to the question of labour. The author advocates the substitution of free for compulsory labour, and considers that the existing labour legislation, though rudimentary, is adequate at the moment. "The more rapidly the territory develops", he adds, "the more complex will the relations between capital and labour become, and it will be necessary to apply, little by little, the accepted principles of modern labour legislation."

The second part of the book consists of a description of the northern part of the territory. The author here dwells mainly on the question of transport.

Mauldon, F. R. E. *The Economics of Australian Coal.* Introduction by D. B. COPLAND, M.A., D.Sc. Economic Series, No. 7. Melbourne, Melbourne University Press, Macmillan, 1929. xvi+280 pp.

The main arguments of this book are summarised in an article by the author, entitled "The Crisis in the Australian Coal Industry", which appeared in the *International Labour Review*, Vol. XXI, No. 2, February 1930, pages 187-201.

Miller, Rudolph P. *A Safety Code for Workers in the Construction Industry.* Prepared under the supervision of the Committee on Public Health and Safety, American Institute of Architects, with the co-operation of the Workers' Health Bureau of America for the National Trade Union Safety Standards Committee for the Building Trades. New York, Labour Research Association, 1929. 48 pp. 25 cents.

Montagnon, B. *Grandeur et servitude socialistes.* Bibliothèque syndicaliste, XII. Paris, Librairie Valois, 1929. 191 pp. 12 frs.

Socialism, writes Mr. Montagnon, has a great future before it, but it is hampered in its progress by the marxist doctrine, which is out of date. He criticises this doctrine in the first part of the book, and, in the second, indicates some essential modifications and new tactics to be adopted by a Socialist Party.

Müller, Dr. W. *Englands Industrie am Scheidewege. Eine sozial- und wirtschafts-politische Reise studie.* Berlin, VDI Verlag, 1928. x + 182 pp., illustr.

This book, written during 1927, is intended to provide a survey of the economic conditions and labour problems which Great Britain had to face at that period.

In the first part the author makes a general study of economic conditions in Great Britain as compared with Germany and the United States. He then considers successively the question of industrial reconstruction, the development of commercial markets, the tendencies of the workers' movement, and the population problem. In the second part Dr. Müller enters into details of the industrial situation and analyses the efforts made by Great Britain to introduce mass production, the rationalisation of undertakings handling products at the various stages of transformation, trusts and cartels, trade organisation and co-operative societies.

The consideration of labour conditions occupies a large part of the book: hours of work and the state (in June 1927) of ratification of the Washington Hours

Convention, money wages and real wages, standard of living, housing, etc. Another chapter deals with collective agreements, Whitley Councils, conciliation and arbitration.

In the third part the author analyses the unemployment problem and efforts made to remedy it, strikes and lockouts, and present tendencies in the direction of industrial peace. Social legislation, especially that concerned with social insurance, is dealt with in a special chapter. This part of the work closes with an examination of measures due to private initiative with a view to collaboration between capital and labour, welfare institutions, the Safety-First Movement, co-partnership and profit-sharing. A few pages are devoted to the social charges on British industry.

In the last part, Dr. Müller studies the possibilities of finding a solution for the industrial crisis by setting up a British Empire Customs Union, the protection of basic industries, the Empire Marketing Board, and the possibilities of transferring surplus labour from the mother country to the British territories beyond the seas.

Munk, Frantisek. *Nové Hospodarstvi. Studie o Hospodarské Revoluci.* Prague, Orbis, 1929. 113 pp.

The purpose of the author is to bring out the essential features of industrial and commercial development since the war. According to him, the new economic structure is not based on individualistic principles, but it equally is not an application of the principles of socialisation.

Nagel, Paul. *Geld und Boden. Systematische Darstellung einer krisenlosen, ausbeutungsfreien Wirtschaftsordnung.* Frankfurt-on-Main, Schaffer, 1928. 261 pp.

Nahrungsmittel-Industrie-Berufsgenossenschaft. *Bericht über die Durchführung der Unfallverhütungs-Vorschriften und die Tätigkeit der technischen Aufsichtsbeamten der Nahrungsmittel-Industrie-Berufsgenossenschaft im Jahre 1928.* 41 pp.

Nationale Bond van Handels- en Kantoorbedienden "Mercurius" and others. *Rapport omtrent de enquête naar de Arbeidsvoorwaarden van kantoorbedienden. II. Bedrijfs-Enquête. Ouderdomsverzorging; Werktijden; Overwerk; Vacantie.* 1929. 63 pp.

Report on conditions of employment of commercial employees and clerks in the Netherlands.

National Industrial Conference Board. *Public Education as affecting the Adjustment of Youth to Life.* New York, 1929. xi + 61 pp. \$1.50.

Nederlandsch Instituut voor Volkshuisvesting en Stedebouw. *Rapport over de Methode-Halle voor de Bepaling van de Woningbehoefte.* 1929. 57 pp.

Report of the Committee on the Halle method of estimating the increase or the decrease in the demand for houses, published by the Netherlands Institute for Workers' Dwellings and Town Planning.

Nederlandsch Verbond van Vakverenigingen. *Verslag van de Veertiende Algemeene Vergadering gehouden op 9-12 September 1929 in het Doelencomplex te Rotterdam.* 125 pp.

Report of the general meeting of the Netherlands Federation of Trade Unions held at Rotterdam, 9-12 September 1927.

Nolde, Baron Boris E. *Russia in the Economic War.* Economic and Social History of the World War. Russian Series. Carnegie Endowment for International Peace: Division of Economics and History. New Haven, Yale University Press; London, Humphrey Milford, Oxford University Press, 1928. xvi + 232 pp.

Office coopératif belge. *La coopération socialiste belge 1927-1928. Résultats du recensement opéré par les soins de l'Office coopératif belge.* 1928. 32 pp.

Detailed statistical data on the membership, activities, and financial situation of the co-operative societies belonging to the *Office coopératif belge*.

Ohara Institute of Social Research. *The Labour Year Book of Japan 1929.* Osaka.

Pagel, Dr. *Aus der allgemeinen Praxis der Arbeitsvermittlung. 2. Teil. Arbeitsvermittlung für Landwirtschaft, insbesondere die landwirtschaftliche Fachabteilung im Arbeitsamt.* Bücherei der öffentlichen Arbeitsfürsorge. Aus der Praxis für die Praxis. Herausgegeben Dr. FISCHER. Reihe IV, Heft 10. (Der ganzes Bücherei 59. Heft.) Stuttgart, W. Kohlhammer, 1929. 24 pp.

The practical importance of labour exchanges has not hitherto been great for agricultural workers, but a change is now taking place in this respect and this booklet is intended as a practical guide for labour exchanges when placing labour on the land.

Pirenne, H. *La Belgique et la guerre mondiale.* Publication de la Dotation Carnegie pour la paix internationale. Histoire économique et sociale de la guerre mondiale (série belge). Paris, Les Presses universitaires; New Haven, Yale University Press, 1928. xi + 298 pp. 30 frs.

Three chapters of this book call for mention here, since they contain a study of the economic and social effects of the war on the population of a country that suffered invasion. One of them gives an account of the critical situation of agriculture, industry, and banking during the invasion; another describes the relief measures taken by a national committee set up for the purpose and by an American Committee under Mr. Hoover; while the third deals with the measures adopted by the occupying Power for the development of the country's resources and for the deportation of those workers who refused to comply with their orders.

Prager, Dr. Marton. *Ipari Mergézések.* Preface by Gyula DARANYI. Budapest, *Munkaiügyi Szemlé*, 1929. 475 pp. 25 pengős.

A study of occupational diseases due to poisoning of the worker during his work. It deals in turn with poisoning caused by (1) metals, (2) acids, alkalis, gases and fumes, (3) animal and vegetable substances. The volume also contains the text of the legislative provisions dealing with occupational diseases in Hungary. It is pointed out that much remains to be done to combat industrial poisoning, especially in connection with poisoning by the innumerable by-products of coal tar.

Rabinovitch, G. S. *L'organisation du placement public en Suisse.* Extrait de la Revue *Le Assicurazioni Sociali*, Année V, mars-avril 1929, No. 2. Rome, Cassa Nazionale per le Assicurazioni Sociali, 1929. 32 pp.

A detailed and critical study of the organisation of public employment exchanges in Switzerland, and of the development and improvement of this important social service.

Reichskuratorium für Wirtschaftlichkeit. *Jahresbericht 1928.* RKW-Veröffentlichungen, Nr. 46. 1929. 75 pp.

Riefler, D. B. *The Building Situation.* Editorial Research Reports. Washington, 1929. Pp. 899-913.

This pamphlet deals briefly with the decline in building in the United States during 1929, the trend of building since the war, the rise and decline of residential building, and business building and public construction.

R. K. Werkliedenverbond in Nederland. *Rapport Commissie Sociale Hoogeschool.* Uitgebracht aan het bestuur van het R. K. Werkliedenverbond in Nederland. Utrecht, 1929. 90 pp.

Report of the Committee on Workers' Education published by the Netherlands Catholic Workers' Federation.

Rühland, Dr. Curt. *System der völkerrechtlichen Kollektivverträge als Beitrag zur Kodifikation des Völkerrechts.* Aus dem Institut für internationales Recht an der Universität Kiel. Zweite Reihe. Abhandlungen zur fortschreitenden Kodifikation des internationalen Rechts. Heft 3. Berlin, Georg Stilke, 1929. 104 pp.

Sadrin, Jean. *Les aspects sociaux de la rationalisation économique.* Thèse pour le doctorat en droit. Université de Paris. Faculté de droit. Saint-Amand. C. A. Bédu, 1929. 126 pp.

This thesis explains the principal effects which systems of rationalisation are likely to have, both upon workers and upon consumers. The author compares the situation in France with experiments conducted abroad; he considers that "well-planned rationalisation of a country constitutes a real economic and social revolution," and is of capital importance in international relations. He does not, however, seek to hide the serious disadvantages attaching to the different attempts to effect rationalisation; he lays stress upon the guarantees that are called for and the duties of protection and co-ordination incumbent upon the State, which must "see that the workers are paid a wage corresponding to the work they do"; and, "above all, must closely study the question of unemployment. That is the essential point: unemployment constitutes the only danger attaching to rationalisation—a danger that may be said to be inevitable."

Sanchez, Alonso Hilario. *El problema social en Cuba.* Havana, Editorial Hermes, 1928. 280 pp. \$1.

After a general survey of the State and society, the author draws a picture of the workers' organisations in Cuba, as they are and as they ought to be. In his opinion the Cuban organisations should take as models the Spanish General Union of Workers, the British Labour Party, and other workers' organisations of socialist tendencies. He then analyses the attitude of the middle classes, the Press, the liberal professions, and the Government towards social problems, and discusses the different political and economic theories and the means possessed by the workers to enforce their claims. There is a chapter on the origin and aims of the International Labour Organisation. The author reproduces the text of several passages from Part XIII of the Treaty of Versailles and gives a short account of the first seven Sessions of the International Labour Conference. In conclusion, he appeals to the Cuban Government to expedite the ratification of Conventions.

Schefer, Christian. *L'Algérie et l'évolution de la colonisation française. La politique coloniale de la monarchie de Juillet.* Collection du centenaire de l'Algérie, 1830-1930. Archéologie et Histoire. Paris, Librairie de la Société de l'Histoire de France, 1928. xxii+542 pp.

This volume belongs to the series *Collection du centenaire de l'Algérie*, the object of which is to provide information on the work carried out by France in North Africa since it took over authority from the Dey of Algiers. According to the author, the colonial policy of the July Monarchy was the decisive factor in shaping the future of French expansion, for it marked the transition from the old system of economic exploitation to the new one of colonisation with political and humanitarian tendencies. The writer shows how the change led in a very few years to an astonishing expansion of French territory.

Seabury, William Marston. *Motion Picture Problems. The Cinema and the League of Nations.* New York, Avondale Press, 1929. 426 pp.

The author considers specifically the international problems raised by the cinematograph. After a summary of the principal elements of the question, in which particular stress is laid on the preponderant influence of films produced in America, he examines the consequences of this state of affairs from the point of view of public interest, both in America and abroad.

Approaching the problem from another angle, the author studies the influence of the film on public opinion in its attitude towards world peace. He asks whether the effect of many films exhibited will not inevitably be to stimulate national hatreds, by glorifying the prestige of individual nations. He concludes that endeavours should in the first place be directed to upholding the Kellogg Pact by intelligent and organised propaganda: and next, to developing a world mentality favourable to peace.

The activities of the League of Nations in regard to international cinema problems are then described: the American protest addressed to the Secretariat on the subject of the French Cinema Decree of 18 February 1928 establishing

certain film quota restrictions, the report of the Child Welfare Committee, the report of Mr. Julien Luchaire submitted to the International Committee on Intellectual Co-operation and to the International Motion Picture Congress held in Paris in 1926. As practical solutions the author proposes the institution of an International Cinema Alliance based upon a model agreement, the main lines of which are indicated, and of a special Committee of the League of Nations to consider international cinema problems.

Several interesting documents are reprinted in an appendix—various reports submitted to the League of Nations, Censorship Regulations, and statistical data on the motion picture industry in the United States.

Simon, G. *Le problème des migrations de travailleurs. Point de vue d'un pays d'émigration.* Association internationale pour le Progrès social. Troisième Assemblée des délégués, Zurich, 19-21 septembre 1929. Nancy, Paris, Strasburg, 1929. 20 pp.

Report discussed at the third general meeting of the International Association for Social Progress held at Zurich, 19-21 September 1929. The author describes the present position of the problem of international migration considered from the point of view of an emigration country. His report makes no claim to be a scientific and objective study, but it sets forth a certain number of facts and ideas, and, although some points are open to dispute, it has the great merit of directing attention to a mass of grave questions of international importance.

Stein, Oswald. *Le droit international des assurances.* Extrait du *Recueil des cours de l'Académie de droit international.* Paris, Hachette, 1929. 142 pp.

Dr. Stein's work is an introduction to the study of international insurance law: international law on social insurance, to which the greater part of the book is devoted, and international law on private insurance.

After examining the idea of insurance in general and its main divisions, the author proceeds to an analysis of insurance law, both national and international. He shows that the two form a single whole, and are only distinguishable by a difference of level. With Verdross, he is of opinion that the validity of any rule of law must arise from a fundamental objective rule making it incumbent upon any one State to respect treaties concluded with other States. Both the priority of international law over national law (which the author identifies with the State, and which has to conform to the international rule) and the dual character of national law (as combining autonomous national law bearing upon matters with which the State alone is concerned, and heteronomous national law dealing with the application of international rules) have their source in this fundamental objective rule. It is on this basis that Dr. Stein establishes the unity of international and national insurance law, the former taking precedence over the latter.

The study of international social insurance law leads up to a concise and vivid account of the history of this branch of legislation, its legal technique, and its normal contents. The uniformity of the fundamental features in the development of social insurance does not, however, make it possible to avoid conflicts arising either from inequalities in national legislations or from the contact of laws with solutions involved by the more general problems of international competition and social peace. The book contains a close analysis of these different causes of possible conflicts.

Dr. Stein then studies the means of solving the legal problems of an international nature raised by social insurance. He believes that these conflicts can only be cleared up by the establishment of a supernational authority. International regulation, either bilateral or general, is in his opinion a necessity. By the Treaty of Versailles, general regulation has been entrusted to the International Labour Organisation, a body capable of legislating internationally in the matter of social insurance. In application of his general theory, Dr. Stein distinguishes two elements in this international legislative body both based on international law. The first is determined directly by it: it is the General Conference of representatives of the States Members, whose decisions, in order to acquire the force of law, require the assent of the second element, which is determined by national law. In fact, a decision taken by the Conference does not become effective until the consent has been obtained of "the authority or authorities within whose competence the matter

lies", and these authorities are free to grant or refuse their assent. The international legislative body is thus made up of the annual Conference and the competent authorities of each State.

After an acute and clear analysis of the composition, competence, and methods of working of the International Labour Organisation, Dr. Stein examines, for each of the various social risks in turn, the international rules embodied in the relevant Draft Conventions and Recommendations relating to insurance, and in the numerous bilateral treaties concluded between States with a view to solving the special problems arising between different countries as a consequence of insurance.

The book, especially those parts devoted to the theory of international insurance law, is an important contribution to legal science.

Sterzi, Dr. Ippolito. *Manuale di medicina pratica e di igiene navale. Ad uso dei capitani delle navi addette al lungo corso ed al gran cabotaggio. Con la guida sintomatica per la diagnosi, cura e profilassi delle più frequenti malattie comuni ed infettive e con la indicazione ed il dosaggio dei medicinali più usati.* Fiume, Stabilimento tipografico de "La Vedetta d'Italia", 1928. vi + 154 pp. 30 lire.

This interesting handbook is designed more especially for the use of captains of ships which do not carry a doctor. It deals with both diagnosis and treatment. Special chapters are devoted to the different symptoms and diseases. The last two chapters deal with hygiene on board ship, and maritime law relating to hygiene. Written from a practical standpoint, this handbook should prove extremely useful. A detailed analytical index facilitates reference.

Tao, L. E. *Unemployment Among Intellectual Workers in China.* Reprinted from *The Chinese Social and Political Science Review*, June 1929 (Vol. XIII, No. 3). Peking, 1929. 11 pp.

Turmann, Max. *Le syndicalisme chrétien en France.* Bibliothèque syndicaliste. Paris, Librairie Valois, 1929. 192 pp. 12 frs.

University of Leeds and Yorkshire Council for Agricultural Education. *The Economics of Sugar Beet Growing. Three Years' Yorkshire Records.* Leeds, 1920, 56 pp. 9d.

A historical account of sugar-beet growing in England, with useful figures on number of days worked per acre and labour cost.

Verband der Gemeinde- und Staatsarbeiter. *Lohnübersichten. Tariflöhne der Gemeinde-, Reichs- und Staatsarbeiter nebst Beamtenbesoldung. (Ergänzungen zur Lohnbroschüre Tariflöhne 1928.)* 32 pp.

Verband der weiblichen Handels- und Büroangestellten. *Jahrbuch der Frauenarbeit.* Herausgegeben von Dr. J. SILBERMANN. Fünfter Band. Berlin-Wilmersdorf, 1929. 184 pp.

This year book, which appears for the fifth time, contains a large amount of detailed information on women's work in Germany in the year 1927-1928, and on the activity of the women's trade organisations. Each question dealt with is completed by a bibliography.

Weiller, Jean. *L'influence du change sur le commerce extérieur. Etude sur le commerce extérieur en Europe, principalement en France, 1919-1928.* Préface by Edouard DOLLÉANS. Bibliothèque générale d'économie politique. Paris, Marcel Rivière, 1929. vi + 259 pp. 30 frs.

A comparison of the fluctuations in rates of exchange and foreign trade in France since the war, and of similar phenomena in other European countries (Germany, Great Britain, etc.) lead the author to a very complex conception of the influence of the exchange on foreign trade. Where fluctuations in the exchange have been rather marked he notes the traces of their influence, but considers that no close relation can be established, since this influence is rarely predominant. On the other hand, he points out that in cases of extreme monetary depreciation the bonus on exports is apt to be counterbalanced by other phenomena (fall in the price in gold of goods exported, necessity of increasing imports of raw material,

and, during the initial stage, inadequacy of available tools and equipment, difficulty of finding channels for new business at short notice, etc.). Lastly, a psychological influence, due to this depreciation and consisting of uncertainty and even distrust, tends to react against the mechanical influence of the course of exchange.

Weymann, Dr. M. R. *Die Konjunktur und ihre Beziehungen zur Wirtschaftsstruktur.* Kieler Vorträge gehalten im Wissenschaftlichen Klub des Instituts für Weltwirtschaft und Seeverkehr an der Universität Kiel. Herausgegeben von Prof. Dr. Bernhard Harms. 30. Jena, Gustav Fischer, 1929. 44 pp.

Young, Owen D., and others. *The Movement for a Sounder Money.* New York, The Stable Money Association, 1929. 54 pp.

This little booklet gives extracts from the writings of Owen D. YOUNG, Norman LOMBARD, Frederic A. DELANO, Sir Josiah C. STAMP, Henri FUSS, and Carl SNYDER, showing the importance of stable money from the point of view of industry and trade, and consequently of employment.

OTHER PUBLICATIONS RECEIVED BY THE OFFICE

Buxton, L. H. Dudley. *China, The Land and the People.* With Chapter on the Climate by W. G. KENDREW. Oxford, Clarendon Press, 1929. xiii + 333 pp.

Cereti, Carlo. *La tutela giuridica degli interessi internazionali.* Pubblicazioni della Università Cattolica del Sacro Cuore. Serie seconda, Scienze giuridiche, Vol. XXIV. Milan, Vita e Pensiero. xv + 183 pp. 15 lire.

Dreiser, Theodore. *Dreiser looks at Russia.* London, Constable, 1928. 264 pp. 5s.

Droulers, Charles. *Chemin faisant avec l'abbé Lemire.* Paris, Marcel Rivière, 1929. 249 pp. 12 frs.

Engels, F. *La guerre des paysans en Allemagne.* Préface de D. RIAZANOV. Bibliothèque Marxiste No. 10. Paris, Editions sociales internationales, 1929. 189 pp.

Gloag, John. *Artifex or the Future of Craftsmanship.* New York, Dutton, 1927. 112 pp.

Lénine, V. I. *Œuvres complètes.* Tome IV. *La période de l'Iskra, 1900-1902.* Paris, Editions sociales internationales. 630 pp.

Molotov, V. *Le recrutement des ouvriers et la régularisation de la croissance du parti communiste.* Discours prononcé à la séance plénière du C. C. du P. C. de l'U. R. S. S. tenue à Moscou 16-24 novembre 1928. Paris, Bureau d'Éditions. 90 pp.

Shepardson, Whitney H. *Agricultural Education in the United States.* New York, Macmillan, 1929. viii + 132 pp.

Wu, Friedrich C. (Wu K'i.) *La nouvelle Chine et le gouvernement national. Etude sur la loi organique du 10 octobre 1928 et ses organisations de pouvoirs publics dans le Gouvernement national.* Préface de Jean ESCARRA. Paris, Marcel Rivière 1929. vi + 216 pp.